

JUNIOR DIPLOMA COURSE IN THE SECRETARIAL AND BUSINESS TRAINING

Notes prescribed for the subject Administrative
Organisation and Office Procedure.

PART I EXAMINATION.

FORWARD

One of the main causes of delay and inefficiency in public offices is the lack of training facilities for the subordinate personnel. In order to fulfil this vital need the State Government has decided to run a diploma course under the auspices of University of Rajasthan from July, 1959.

2. To meet the requirements of the students taking up the Junior Diploma Course in Secretarial and Business Training an attempt has been made in this booklet to give a brief outline of the organisation of the Secretariat of the Government of India. Our task has been very much facilitated, as the Indian Institute of Public Administration had already collected the necessary material and completed it in the form of a book entitled "The Organisation of the Government of India". The information contained in this booklet is mainly drawn from this publication. As this booklet has been prepared in a hurry, some errors and omissions are likely to have crept in. Any suggestions for improvement will be gratefully received and duly considered.

3. We wish to record our thanks to the Indian Institute of Public Administration as but for their book on "The Organisation of the Government of India", it would not have been possible for the O. & M. Section of this Government to have prepared this booklet in such a short time.

B. MEHTA

**Chief Secretary to Government
of Rajasthan,**

TABLE OF CONTENTS.

A. DISTRIBUTION OF WORK IN THE VARIOUS MINISTRIES OF THE GOVERNMENT OF INDIA.

<i>Chapter.</i>	<i>Page.</i>
I INTRODUCTION.	(i)
II MINISTRY OF EXTERNAL AFFAIRS	1
III MINISTRY OF DEFENCE.	4
IV MINISTRY OF FINANCE.	6
V MINISTRY OF HOME AFFAIRS.	14
VI MINISTRY OF LAW.	16
VII MINISTRY OF COMMERCE AND INDUSTRY.	16
VIII MINISTRY OF STEEL, MINES AND FUEL.	18
A. Department of Iron and Steel.	18
B. Department of Mines and Fuel.	18
IX MINISTRY OF RAILWAYS.	20
X MINISTRY OF TRANSPORT AND COMMUNICATIONS.	24
A. Department of Transport.	25
B. Department of Civil Aviation and Communications.	27
XI MINISTRY OF LABOUR AND EMPLOYMENT.	28
XII MINISTRY OF FOOD AND AGRICULTURE.	29
A. Department of Food.	29
B. Department of Agriculture.	30
XIII MINISTRY OF IRRIGATION AND POWER.	30

XIV	MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH.	31
	A. Department of Education.	31
	B. Department of Cultural Activities and Physical Education.	32
	C. Department of Scientific Research and Technical Education.	33
XV	MINISTRY OF HEALTH.	34
XVI	MINISTRY OF INFORMATION AND BROADCASTING.	35
XVII	MINISTRY OF WORKS, HOUSING AND SUPPLY.	36
XVIII	MINISTRY OF REHABILITATION AND MINORITY AFFAIRS.	38
XIV	MINISTRY OF COMMUNITY DEVELOPMENT.	39
XX	DEPARTMENT OF PARLIAMENTARY AFFAIRS.	40
XXI	DEPARTMENT OF ATOMIC ENERGY.	41
XXII	PARTITION SECRETARIAT.	41
XXIII	CABINET SECRETARIAT.	42
XXIV	PLANNING COMMISSION	45
XXV	UNION PUBLIC SERVICE COMMISSION.	48
XXVI	INDIAN AUDIT AND ACCOUNTS DEPARTMENT.	50
	B. ORGANISATION OF THE GOVERNMENT OF RAJASTHAN	54
	I. INTRODUCTION. ORGANISATION OF THE GOVERNMENT.	54
	II. SET UP OF THE HEADS OF DEPARTMENTS.	58
	ANNEXURE I.	61
	C. LOCAL SELF GOVERNMENT IN INDIA AND RAJASTHAN.	79
	D. A NOTE ON DEMOCRATIC DECENTRALISATION.	92
	E. NOTE ON THE CONSTITUTION OF RAJASTHAN STATE ELECTRICITY BOARD.	1 (2

F.	A NOTE ON THE CONSTITUTION OF THE RAJASTHAN CANAL BOARD.	107
G.	A NOTE ON THE CONSTITUTION OF THE CHAMBAL CONTROL BOARD.	111
H.	A NOTE ON THE OFFICE PROCEDURE IN BUSINESS CONCERNS-PAPER FIRST- ELEMENTARY OFFICE PROCEDURE-JUNIOR DIPLOMA COURSE IN SECRETARIAL AND BUSINESS TRAINING.	113
I.	A NOTE ON THE SET UP OF THE BUSINESS. CONCERNS BANKS, PUBLIC LTD. CONCERNS, PRIVATE LTD. CONCERNS, SMALL FIRMS- PAPER SECOND-ADMINISTRATIVE AND OFFICE ORGANISATION-JUNIOR DIPLOMA COURSE IN SECRETARIAL AND BUSINESS TRAINING.	123

Distribution of work in the various Ministries of the Government of India

CHAPTER-I INTRODUCTION

1. **Department:**—The work of the Government of India is divided into separate Departments. Each Department is responsible for a particular subject or group of subjects. It formulates policies and is responsible for their execution.

A Minister may be in-charge of one or more Departments.

2. **Organisation of a Department :**—A Secretary to Government is the administrative head of each Department or Ministry. He is responsible for the organisation and efficiency of the Department. He is also the principal advisor of the Minister in all matters of policy and administration within the Ministry.

If the volume of work in a Ministry becomes heavier than what can be managed by a Secretary, one or more wings are added and a Joint Secretary is put in-charge of each wing. The Joint Secretary functions more or less in independent charge of that wing subject to the general control of the Secretary.

Each Department is sub divided into Sections, Branches and Divisions. A Section consists of LDCs, UDCs, and Assistants and is under the charge of a Section Officer. Normally two sections form a Branch, which is under the charge of an Under Secretary. Similarly two Branches constitute a division which is under the charge of a Deputy Secretary. In certain matters Deputy or Under Secretaries may transact business direct with the Minister but proposals involving important policy decisions are always routed through the Joint Secretary or the Secretary or both.

3. **Secretariat Procedure :**—All letters etc. addressed to a Department/Ministry are received in the Central Registry, which distributes them to the Sections concerned. The Section Diarist submits the letters to the Section Officer, who examines

the fresh receipts. He picks out urgent and important communications and submits them for the information of his higher officer and for orders, if necessary, at that stage. Other papers are marked to the dealing Assistants. The entire Dak is, then, returned to the Diarist, who enters all the letters in a diary and passes them on to the dealing Assistants. The Assistant studies the receipts, places it on the proper file, connects it with previous papers and examines it in the light of Rules, Regulations, previous precedents and policy decisions, and submits it with a note to the Section Officer. The Section Officer adds his own remarks and submits it to the Branch Officer (Under Secretary) who disposes of as many cases as he can on his own responsibility. He takes orders of the Deputy Secretary or higher officers on cases of important nature or involving policy questions. More important cases are submitted to the Minister, who passes final orders or, if he considers the matter to be of great importance, refers it to the Cabinet for a decision.

Number of Departments:—The number of Departments in which the work of Government is divided depends upon administrative convenience. It is interesting to note that in 1763, the East India Company distributed their official work only between two Departments called "Public" and "Secret". The Secret Department dealt with Foreign Affairs and Defence, while all other work was dealt with by "Public Department". Both the Departments were under the charge of only one Secretary. At present there are as many as twenty Ministries in the Government of India as under :—

1. External Affairs.
2. Defence.
3. Finance.
4. Home Affairs
5. Law.
6. Commerce & Industry.
7. Steel, Mines and Fuel.
 - A. Department of Iron and Steel.
 - B. Department of Mines and Fuel.
8. Railways.
9. Transport and Communications.

- A. Department of Transport.
- B. Department of Civil Aviation and Communications.
- 10. Labour and Employment.
- 11. Food and Agriculture,
 - A. Department of Food.
 - B. Department of Agriculture.
- 12. Irrigation & Power.
- 13. Education and Scientific Research,
 - A. Department of Education.
 - B. Department of Physical Education and Cultural Activities.
 - C. Department of Scientific Research and Technical Education.
- 14. Health.
- 15. Information and Broadcasting.
- 16. Works, Housing and Supply.
- 17. Rehabilitation and Minority Affairs.
- 18. Community Development.
- 19. Department of Parliamentary Affairs.
- 20. Department of Atomic Energy.

Further there is a Planning Commission which devotes itself continuously to the work of Planning for the economic development of the country.

In succeeding chapters, the functions of each Department/Ministry are briefly discussed.

MINISTRY OF EXTERNAL AFFAIRS.

The Ministry of External Affairs consists of a Secretariat and 4 Subordinate Offices. There is no Attached Office functioning under this Ministry. There are a number of Diplomatic and Consular Offices situated practically all over the world and these offices by virtue of their peculiar and unique position, are not usually described as either attached or subordinate offices.

At the head of the Ministry is the Foreign Minister (also the Prime Minister), who holds the Portfolio of External Affairs, and is assisted by a Deputy Minister and two Parliamentary Secretaries.

At present, the Ministry of External Affairs is responsible for work connected with the following subjects :—

- (i) Foreign Affairs.
- (ii) Diplomatic and Consular representation ; Indian Foreign Publicity.
- (iii) United Nations organisation, international conferences, associations and other bodies,
- (iv) Treaties and agreements with foreign countries.
- (v) Foreign jurisdiction and extradition
- (vi) Emigration from India; passports and visas and pilgrimage to places outside India.
- (vii) The Administration of the North East Frontier Agency and Naga Hills-Tuensang Area.
- (viii) The Administration of Pondicherry and other former French possessions in India.

Further, this Ministry is responsible for the administration of the following laws :

- (a) The Indian Emigration Act, 1922.
- (b) The Reciprocity Act, 1943.
- (c) The Port Haj Committee Act, 1932.

- (d) The Indian Merchant Shipping Act, 1923, in so far as it relates to pilgrim ships.
- (e) The Indian Pilgrim Ships Rules, 1933.
- (f) The Protection of Mohammadan Pilgrims Act, 1896 (Bengal).

The Ministry has at present 85 Sections of which 38 are Administrative and 47 Territorial and Technical. These Sections are grouped into the following eleven Divisions :

- (i) American Division : Countries of North and South America and Foreign Aid.
- (ii) Western Division : The United Nations and Europe (excluding the United Kingdom and the foreign possessions in India).
- (iii) Eastern Division : China, Japan, Korea, Mongolia Nepal, Sikkim, Bhutan, the North East Frontier Agency and 'the Naga' Hills—Tuensang Area.
- (iv) Southern Division : West Asia and South East Asia, North Africa, Sudan, Afghanistan, Iran, Burma, Ceylon-Passports and Visas-Asian-African and Colombo Power Conferences.
- (v) African Division : Africa U. K. and Colonies (Africa other than North Africa and the Sudan).
- (vi) Pakistan Division.
- (vii) Protocol Division : Protocol, Consular work and Emigration.
- (viii) Administration Division : Administration (i. e., personnel and house keeping) at Headquarters and in Indian Missions abroad; Establishment matters, Budget and Accounts, General Administrative matters, Parliament work.
- (ix) External Publicity Division.
- (x) Foreign Service Inspectorate and abducted persons.
- (xi) Historical Division.

A short description of the functions of the Divisions is given below :—

MINISTRY OF DEFENCE

The Ministry of Defence functions like other Ministries of the Government of India. The army headquarters, the Naval Headquarters and the Air Headquarters are directly under the control of the Chief of Army Staff, the Chief of Naval Staff and Chief of Air Staff respectively. In addition to the three Services Headquarters, there are a number of organisations catering to the needs of the three Services known as Inter-Service Organisations. These are directly administered by the Ministry.

The Ministry is headed by a Cabinet Minister, who is assisted by two Deputy Ministers and a Parliamentary Secretary.

The Ministry of Defence is at present responsible for obtaining policy decisions of Government on defence matters and for securing their implementation by the Services Headquarters. The subjects allotted to it are :—

- (a) The defence of India, and every part thereof, including preparation for defence and all such acts as may be conducive, in times of war, to its prosecution and after its termination, to effect demobilisation, also Marine Surveys and matters concerning dangers to Navigation.
- (b) Maintenance of Land, Naval and Air Forces, and other armed forces of the Union including the National Cadet Corps, the Auxiliary Cadet Corps, the Territorial Army and the Lok Sahayak Sena.
- (c) Formation of cantonments, delimitation-excision of cantonment areas, local self government in such areas, the constitution of Cantonment Boards and the regulation of housing accommodation including control of rents in such areas.
- (d) Army, Navy and Air Force works, including Ordnance Factories.
- (e) Acquisitions or requisitioning of property for Defence Services. Eviction of unauthorised occupants

from Government accomodation (Defence Services) under Government Premises (Eviction) Act, 1950.

- (f) Union agencies and institutions :
 - (i) for professional, vocational or technical training for the Armed Forces personnel;
 - (ii) for promotion of special studies or research in relation to the forces, Defence Science Organisation.
- (g) Defence Industries.

All policy decisions relating to defence are taken by the following Committees :—

- (1) Defence Committee of the Cabinet.

The Chairman of this Committee is the Prime Minister and the other members of the Committee are the Ministers for Defence, Education and Scientific Research, Home, Finance, Transport and Communications.

The Defence Committee of the Cabinet deals with all important questions on behalf of the Cabinet relating to defence and reports to the Cabinet such matters as it considers necessary. In the absence of a specific directive from the Defence Committee, it is the responsibility of the Chairman to determine which of the Committee's decisions should be reported to the Cabinet.

- (11) Defence Minister's (Inter-Service) Committee.

Matter which are not important enough to be referred to the Defence Committee of the Cabinet and concern the three Services are decided by the Defence Minister's (Inter-Service) Committee. The Minister for Defence is the Chairman of the Committee. Other members of this Committee are the two Deputy Ministers for Defence, the Chiefs of Army, Navy and Air Force, the Secretary, Ministry of Defence and the Financial Adviser (Defence).

(iii) Chief of Staff Committee.

This Committee, consisting of the Chiefs of the three Services, is collectively the professional adviser of Government in military matters.

The Secretariat for the aforesaid Committee is provided by the Cabinet Secretariat.

The Secretariat of the Ministry is organised into the following thirteen Branches :—

- (i) Ordinance Branch.
- (ii) Adjutant General's Branch.
- (iii) Air Branch.
- (iv) PAY and Pensions Branch.
- (v) General Staff Branch.
- (vi) Coordination Branch.
- (vii) Vigilance Branch.
- (viii) Navy Branch.
- (ix) Personnel Branch.
- (x) Registration Branch.
- (xi) Personnel Relations Branch.
- (xii) Quartermaster General's Branch.
- (xiii) Administration Branch.

MINISTRY OF FINANCE

The Ministry of Finance consists of a Secretariat, 17 Attached Offices and a number of Subordinate Offices.

This Ministry is headed by a Cabinet Minister, who is assisted by a Minister of State in the Ministry of Finance and two Deputy Ministers.

The Ministry of Finance at present is responsible for the following functions :—

- (1) The administration of the finances of the Central Government and dealing with financial matters affecting the country as a whole.

- (ii) Raising the necessary revenues for carrying on the administration and regulating the taxation and borrowing policies of the Government.
- (iii) The administration of problems relating to banking and currency, and in consultation with the Ministries concerned, arranging for the proper utilisation of the country's foreign exchange resources.
- (iv) Controlling the entire expenditure of the Government in cooperation with the administrative Ministries and Departments concerned.

The Ministry is organised into the following four Departments and these departments are further into a number of divisions, branches and sections :—

1. Department of Revenue.
2. Department of Expenditure.
3. Department of Economic Affairs.
- *4. Department of Company Law Administration.

Each Department in the Ministry is under the control of a Secretary, but overall coordination of policy and direction are exercised through the Principal Secretary.

A short description of the above named Departments is given below :—

1. Department of Revenue

The Revenue Division, which also functions as a Central Board of Revenue, was reconstituted as the Department of Revenue under the Ministry of Finance with effect from July 27, 1956. It deals with the following subjects :—

- (1) Income-tax ;
- (2) Expenditure Tax ;
- (3) Wealth Tax and Estate Duty ;
- (4) Customs ;

* (The Department of Company Law Administration has been transferred from the Ministry of Finance to the Ministry of Commerce and Industries with effect from February 10, 1958).

- (5) Central Excise ;
- (6) Opium and Narcotics ; and
- (7) Central functions under the Indian Stamps Act.

The Central Board of Revenue is a statutory body, constituted under the Central Board of Revenue Act, 1924. In this capacity it has to hear and decide appeals under the customs and central excise laws. The organisation is headed by a Secretary to the Government of India, who is also ex-officio Chairman of the Central Board of Revenue and is assisted by four Members who are also ex-officio Joint Secretaries to the Government of India.

2. Department of Expenditure.

The Department of Expenditure is sub-divided into the following four Divisions :—

- (i) Establishment Division.
- (ii) Civil Expenditure Division.
- (iii) Special Re-organisation Unit.
- (iv) Defence Expenditure Division.

(i) Establishment Division :

The Establishment Division is generally responsible for dealing with matters relating to the interpretation of financial codes, including those embodying rules and regulations relating to pay, allowances, leave, pensions, etc. It also acts as a coordinating unit for all the departments in establishment matters and general questions relating to wage structure of Government employees are also dealt with in this Division. It also performs certain administrative function in respect of the different departments of the Finance Ministry.

(ii) Civil Expenditure Division :

The main functions of the Civil Expenditure Division are to exercise financial scrutiny of proposals of various administrative Ministries. Normally, this work is carried out through the Financial Advisers of the rank of Joint Secretary whose charges are constituted by grouping various Ministries which are as under :—

- (a) C & I and F & A Division (Ministries of Commerce and Industry, Food and Agriculture and Community Development).
- (b) Communications Division (Ministries of Communications, Information and Broadcasting, Transport and Health).
- (c) E & L Division (Ministries of Education and Scientific Research, Labour and Employment and Planning Commission).
- (d) E. A. R. & H Division (Ministries of External Affairs, Rehabilitation and Home Affairs and Department of Atomic Energy).
- (e) I & W Division (Ministries of Irrigation and Power, and Works, Housing and Supply).
- (f) S. M. & F. Division (Ministry of Steel, Mines and Fuel).
- (g) Delhi Division (Delhi Administration and certain Statutory Local Bodies in Delhi. This unit is under the charge of the Joint Secretary in charge of the Special Re-organisation Unit).

(iii) *Special Re-organisation Unit :*

This Unit was set up in 1952, under the charge of a Joint Secretary and its staff was drawn from the Ministries of Home Affairs and Finance with a view to conducting an objective review of the organisation and strength of the various Ministries and other Organisations. Combined Teams were sent for investigation into staff requirements of the various Ministries and their Subordinate Organisations. The staff strength was determined on a broad classification of receipts. Recently, the methods of work of the Unit have been overhauled and it now carries out work studies of different organisations involving an analysis of the Organisational structures, methods of work, etc. The staff of the Unit is now based in the Finance Ministry. The Special Re-organisation Unit maintains a close liaison with the Organisation and Methods Division. The Joint Secretary in-charge of the Special Re-organisation Unit is concurrently Secretary of the Committee on Plan Projects set up by the National Development Council.

(iv) Defence Expenditure Division :

The Defence Expenditure Division is under the charge of the Financial Adviser, Defence Services, whose status is above that of a Joint Secretary to the Government of India. He has direct access to the Ministers of Defence and Finance, and acts as the Financial Adviser to the Defence Minister, the Chiefs of the Army, the Navy and the Air Force and the Defence Secretary. He is a member of various Committees in the Defence Ministry presided over by the Minister for Defence and also attends the meetings of the Defence Committee of the Cabinet. This Division is responsible for scrutiny, sanction and accounting of the expenditure of the Defence Ministry and controls the Defence Accounts Department.

3. Department of Economic Affairs.

The Department of Economic Affairs is divided into the following six divisions, each under the charge of a Joint Secretary. In the case of the Economic Division, it is under the charge of a Chief Economic Adviser :—

- (i) Budget Division.
- (ii) Planning Division.
- (iii) Internal Finance Division.
- (iv) External Finance Division.
- (v) Economic Division.
- (vi) Insurance Division.

In addition, there is a separate Division under the charge of a Joint Secretary dealing with subjects such as Control of Capital Issues, Stock Exchanges and Finance Corporations which were until recently dealt with in the Department of Company Law Administration. Further, for dealing with the problems connected with sales tax, a sales tax unit has been set up in this Department.

(i) **Budget Division :** This Division is primarily responsible for the preparation of the Central Budget other than the Railway Budget. The estimates for Defence Services are scrutinised and compiled by the Defence Division, while the estimates for the Post and Telegraphs Department are similarly compiled by the

Director-General, Posts and Telegraphs. The estimates relating to the other Ministries and the Departments of the Government of India are compiled by the Budget Division, with the assistance of the associated Finance Divisions concerned. The ultimate responsibility for the consolidation of the entire Budget and the preparation of its supporting documents vests in the Budget Division.

Further, it is responsible for the following items of work :

- (a) Obtaining Supplementary Grants/Appropriations in every session of Parliament during the course of the year.
- (b) Preparation of the 'Ways and Means' estimates, the floating of the Public Loans, promotion of Small Savings Movement, Women's Savings Campaign, administration of public debt and borrowing by the State Governments, implementation of the recommendations of the Finance Commission and the administration of the Contingency Fund of India Rules, including the sanctioning of the advances and their ultimate recoupment to the Fund.
- (c) Questions pertaining to audit, accounting procedure, classification of transactions in Government accounts and framing and application of the Treasury Rules.
- (d) Work connected with the fixing of borrowing rate of interest, productivity test rate, interest rates chargeable on the loans sanctioned by the State Governments, commercial departments and other parties and the Accounts and Audit Reports of the Comptroller and Auditor General to the President of India before their presentation to the Parliament.
- (e) Issuing of standing instructions for maintaining proper control over expenditure during the course of the year and for accepting surrenders of the provision not required by the Ministries.

(ii) **Planning Division :** This division deals with work relating to the following subjects:—

- (a) Financial assistance to the State Governments, including loans and grants for development purposes; grants for the development of scheduled tribes areas under the provisions of Article 275 (1) of the Constitution.
- (b) Capital budget consisting of allotment of funds on Capital Account and control of Capital expenditure.
- (c) Policy matters relating to the Administration of National Sample Survey.
- (d) Indian Institute of Public Administration and Indian Statistical Institute.

Further, it functions as the coordinating Division of the Ministry regarding the Central Government's policy in regard to important economic matters concerning States and State Legislations having considerable financial and economic implications. It is also responsible for the scrutiny of the schemes relating to the Public Cooperation Programme under the Five-Year Plan.

(iii) Internal Finance Division : This Division deals with all matters connected with currency and coinage, the Reserve Bank of India and banking, the administration of the Mints, the Assay Office and the Indian Security Press.

(iv) External Finance Division : This Division deals with all aspects of India's financial and economic relations with foreign countries. It is responsible for the administration of exchange control, the execution of payment and other financial agreements, the examination of proposals for foreign investments, the obtaining of foreign loans and for the external financial and economic relations of India generally.

This Division is divided into three wings:—

The Exchange Control Wing :—Concerned with ensuring that the expenditure on foreign exchange arising out of such varied items as commercial imports, imports of foodgrains, contribution to International bodies, etc. is within the total resources available and accruing from exports and other invisible earnings. Further, foreign exchange prospects are reviewed periodically by the Divisions.

The Second Wing: Concerned with the International Monetary Fund and the I.B.R.D., including the annual consultations with the International Monetary Fund in regard to the continuance of exchange restrictions.

The Third Wing: Concerned with all matters relating to Foreign Aid (Financial and Technical), whether it is received by India or provided by India to other countries.

(v) **Economic Division:** The Economic Division is under the charge of an Economic Adviser assisted by a Deputy Economic Adviser, a few Assistant Economic Advisers and Research Officers.

The activities of the Economic Division are the following:—

- (a) Research into and study of important economic, financial and monetary problems, e. g., the European Recovery Programme, the International Investment position, etc.
- (b) Preparation and maintenance of statistics relating to balance of payments, balance of trade, currency and coinage.
- (c) Study and analysis of foreign economic and financial reports, received from the Indian Diplomatic Missions and the Trade Representatives abroad.

(vi) **Insurance Division:** With effect from January 19, 1956, Life Insurance business was nationalised and the Government took over the business on that date through the Custodians appointed by it. A Life Insurance Corporation was set up from September 1, 1956, under an Act of Parliament and it has taken over the business from that date. The Insurance Division deals with the administration of the Insurance act, 1938 and the Life Insurance Corporation Act, 1956.

4 Department of Company Law Administration :

The Department of Company Law Administration is mainly responsible for the administration of the new Company Law (i. e., the Companies Act, 1956) and matters relating to the accounting profession. The Department is organised into 16 Sections. There are separate Sections to deal with matters relating to company

investigations, prosecutions, liquidations, licensing policy, etc. Two separate sections have been created to look after the work connected with the Advisory Commission formed under Section 410 of the new Act in order to advise the Government of India in the exercise of certain powers under the new Companies Act. Further, there is a Research and Statistical Branch to collect up-to-date statistical data relating to the various facets of company management.

MINISTRY OF HOME AFFAIRS.

The Ministry of Home Affairs consists of a Secretariat, six Attached Offices and six Subordinate Offices. It is headed by a Cabinet Minister, who is assisted by a Minister of State and a Deputy Minister.

The Ministry of Home Affairs at present is mainly concerned with the following two broad groups of subjects :—

- (a) Public Services, and
- (b) Public Security.

Apart from these, the Ministry is also responsible for the following subjects of general public interest :

- (i) The administration of Centrally administered areas, Andaman and Nicobar Islands; administrative, financial and economic problems of States;
- (ii) President's, Vice President's, Minister's, Deputy Minister's and Governor's allowances and privileges, salaries, etc ; appointment and conditions of service of the Chief Justice and other Judges of the Supreme Court, the Chief Justice and other Judges of the High Courts; Warrant of Precedence; National Flag; President's and Governor's Flags, National Anthem; Coat of Arms; National Emblem; Census, etc.;

- (iii) Matters arising out of instruments of accession and covenants, entered into between the Government of India and the Rulers of the former Indian States, including the privy purses and settlement of private properties of these Rulers and the allowances payable to the relatives of such Rulers;
- (iv) Foreigners; Citizenship; Nationality; Press Laws, etc.;
- (v) Jagirdari and Zamindari Reforms;
- (vi) Examination of Bills from States, etc.

Description of some of the Important Functions.

(a) Public Services

In the field of Public Services, there are various Central Services meant for manning the variety of posts under the different Ministries and Attached Offices of the Government of India. The day-to-day administration of the individual services rests with the Ministries concerned. The Ministry of Home Affairs is responsible for regulating all matters of general applicability to all the Services, in order to maintain a common standard of recruitment, discipline and conditions of service, etc. As regards the All-India Services, which are organised and maintained jointly on behalf of the Central and State Governments, this Ministry is responsible not only for matters of a general nature but also for their detailed application to individual cases.

(b) Public Security.

In the field of public security, the Ministry of Home Affairs is responsible for the maintenance of law and order in Centrally administered areas. The Central Government advises the States from time to time on developments in problems of public security of all-India interest. Most of the work in this sphere is done on a 'Top Secret' level.

MINISTRY OF LAW.

The Ministry of Law consists of a Secretariat and two Subordinate Offices. There is no Attached Office functioning under this Ministry. The Ministry is headed by a Minister of State, who is assisted by a Deputy Minister.

At present, the main functions of the Ministry of Law are:-

- (i) To advise the Ministries and Departments of the Government of India on all legal matters.
- (ii) To draft Bills, Ordinances and Regulations and follow them up in all their stages up to their enactment or
- (iii) To scrutinise statutory rules and orders from the legal and drafting points of view.
- (iv) To make arrangements for the publication of Central laws and other statutory rules and orders, as and when necessary or convenient.

As regards the legislative proposals sponsored by administrative Ministries, the functions of this Ministry are confined only to the drafting of the statutes on the lines indicated by the administrative Ministry concerned. Under the Rules of Business the Law Ministry is, however, invariably consulted by the Ministries and Departments before action on any legislative proposal is taken. With the coming into force of the new Constitution, the subject "Elections to Parliament and State Legislatures" has been allotted to the Law Ministry, and all work connected with the powers and functions assigned to the Central Government in respect of elections under the Constitution and the electoral law is transacted in this Ministry.

MINISTRY OF COMMERCE AND INDUSTRY.

The Ministry of Commerce and Industry consists of a Secretariat, six Attached Offices and 41 Subordinate Offices. Further, the Ministry has under its control eighteen State undertakings, five Boards, a Commission, a Committee and a Semi-Government Organisation, viz., the Indian Standards Institution.

The Ministry is headed by a Cabinet Minister for Commerce and Industry who is assisted by a Minister of State for Industry, a Minister of State for Commerce and a Deputy Minister for Commerce and Industry.

The Ministry consists of the following Departments :-

- (a) Department of Commerce and Light Industries ;
- (b) Department of Chemical and Pharmaceutical Industries, and
- (c) Department of Heavy Industries.

Although three separate Departments were created in order to rationalise the work among the various sections and branches, the three Departments are not functioning as separate units but as an integrated whole in a single Ministry. The nature of work that the Ministry of Commerce and Industry has to perform is of such an inter-linked nature that it is practically difficult to compartmentalise the functions.

The Ministry of Commerce and Industry is concerned with the work connected with the followings .—

Foreign trade, control over imports and exports and export promotion, negotiation of trade treaties, determination of tariffs, commercial representation in overseas countries and participation in international trade fairs and exhibitions. As regards internal trade, the Ministry is responsible for the regulation of inter-State and Commerce; trade marks, patents, standards, standardisation of products, forward markets and price control. Almost the entire field of privately-owned industries and industries of the public sector, including Small Scale Industries and plantation industries, viz., those relating to tea, coffee, rubber etc., are under the charge of this Ministry. In addition, it is also responsible for helping producers to increase their output and for accelerating the pace of the industrial development of the country; at the same time, in the interest of the consumer, it has to exercise control over production, distribution and pricing of the essential commodities, e. g., chemicals and cement.

MINISTRY OF STEEL, MINES AND FUEL.

The Ministry of Steel, Mines and Fuel consists of the following Departments :—

- A. Department of Iron and Steel,
- B. Department of Mines and Fuel.

The Ministry is headed by a Cabinet Minister, who is assisted by a Minister of State for Mines and Oil.

A

Department of Iron and Steel.

The Department is headed by a Cabinet Minister. The Secretariat of the Department of Iron and Steel is comparatively a small one with the minimum number of officers possible. In Civil Engineering matters, the Department is assisted by a Civil Engineering Adviser, who has other technical staff under him. In Electrical matters, the Department is assisted by an Electrical Adviser. Matters concerning lay out, selection of plant and equipment, construction and erection, as also general questions, are referred to the firm of Consulting Engineers.

The work of the Department is distributed among thirteen sections, each under a Section Officer. The Department deals with Iron and Steel Projects of the Government. Besides, it is also responsible for the two steel works in the private sector, namely, the Tata Iron and Steel Company and the Indian Iron and Steel Company as well as for the production and distribution of iron and steel in the country.

The following are the Steel Plants in the Public Sector —

- (i) Rourkela Steel Project,
- (ii) Bhilai Steel Project, and
- (iii) Durgapur Steel Project.

B

Department of Mines and Fuel

The Department of Mines and Fuel consists of a Secretariat and six Subordinate Offices and organisations. There is no Attached Office functioning in this Department. Besides, the

Department is connected with a Statutory Body and two Private Limited Companies namely, Coal Board and National Coal Development Corporation(P)Ltd., Ranchi and Neyveli Lignite Corporation (P) Limited respectively.

The Department of Mines and Fuel is responsible for the following subjects :—

- (1) Mines and Minerals (including the Indian Bureau of Mines, special mining Projects, and the Geological Survey of India),
- (11) Fuels, including Coal, Lignite, Oil and Natural Gas (including exploration, drilling, existing and future Refineries, distribution and pricing),

The Department, besides the Division dealing with the house keeping functions, has the following major Divisions :—

- (1) Coal and Lignite Division,
- (11) Mines Division, and
- (111) Oil Division,

Matters dealt with by these divisions are as stated below:—

- (1) **Coal and Lignite Division :** Regulation and control; Distribution of Transportation; Coal Prices; Coal Controller's Organisation; production in the private sector; amalgamation of collieries; production in the public sector; National Coal Development Corporation; Neyveli Lignite Corporation; establishment of Coal washeries, synthetic oil; soft coke; Coal Board; safety measures in coal mines and conservation of coal; Coal Council of India and Coal Transport Advisory Committee.
- (11) **Mines Division :** Geological Survey of India; Indian Bureau of Mines, establishments of the Controllers of Mining Leases; Mines and Minerals (Regulation and Development) Act, 1948; Mineral Concessions; Mining Leases; Conservation and Development of Minerals; setting up of beneficiation plants and custom mills;

mining projects—Khetri, Daribo and Rakha Copper Mines and Panna Diamond Mines; Amjor pyrites; export and import policy in regard to minerals, Mineral Advisory Board and Zonal Advisory Boards.

- (iii) **Oil Division :** Administration of the Oil and Natural Gas Commission; exploration, production and refining of Oil and natural gas; prices and distribution of petroleum products; petroleum economics; refineries; Government and Defence requirements of petroleum products; Indo-Stanvac Project and Petroleum Concession Rules.

MINISTRY OF RAILWAYS.

The Railway Board functions as a Ministry of Government of India and exercises all the powers of the Central Government in respect of regulations, construction, maintenance and operation of Railways. The Minister for Railways is in charge of this Ministry, and is assisted by the Deputy Minister for Railways. By virtue of the inclusion of the Financial Commissioner for Railways in its Constitution, the Railway Board also exercises full powers of the Government of India in regard to the Railway expenditure. These powers are derived from the provisions of the Indian Railway Act, 1890, the Indian Railway Board Act, 1905, and the Constitution. In addition, the Railway Board exercises a wide field of powers in establishment and other matters as provided for in the various Indian Railway Codes.

The Secretariat Establishment of the Railway Board is more or less in conformity with the pattern of the Civil Secretariat but the conditions of service of the staff of the former are principally linked up with those obtaining for Railway servants.

The Railway Board consists of a Chairman and four Members, one of whom is the Financial Commissioner. The three other Members of the Railway Board are in charge of separate portfolios, viz., Staff, Transportation and Engineering.

Chairman, Railway Board : The Chairman is the ex-officio Secretary to the Government of India in the Ministry of Railways and is solely responsible under the Minister for Railways for

arriving at decisions on technical and other matters and advising the Government on matters of Railway policy. All policy and other important matters are put up to the Minister through him. The Chairman has powers to over rule the other Members of the Board, except the Financial Commissioner in financial matters. In case of disagreement in such matters, the Financial Commissioner has the right to ask for the case to be referred to the Railway Minister, and, if necessary, to draw the attention of the Finance Minister to it.

Financial Commissioner for Railways: In his capacity as ex-officio Secretary to the Government of India in the Ministry of Railways, the Financial Commissioner for Railways is vested with full powers of the Government of India to sanction railway expenditure. No proposals involving expenditure or affecting revenues can be sanctioned without his prior concurrence.

Other Members:—Members in charge of Staff, Transportation and Engineering are responsible for dealing with all aspects of technical subjects under their charge. When a question impinges on the subjects dealt with by another Member, the other Member's concurrence is required before the orders issue.

The existing constitution of the Railway Board gives it freedom in shaping and carrying out Railway policy to enable it to treat Railways as a National Undertaking to be developed on commercial lines.

Additional Members.—The five Additional Members, each in charge of Works, Mechanical, Commercial, Finance and Staff matters respectively, assist the Board Members. The Additional Members ordinarily do not attend meetings of the Board except by invitation when subjects relating to their portfolios come up for discussion.

Directors:—In order to relieve the Members of the Board from the enormous amount of routine work involved in controlling Railways and enable them to give some time for touring and studying vital problems of Policy, the Board is assisted by a number of technical officers, designated as Directors, each placed in charge of a Directorate. Directors are responsible for carrying

out the policy of the Board and submitting cases to the Members where major and important questions of policy needing the decision of the Board are concerned. They issue instructions direct to Railway administrations.

Joint Directors :- Although subordinate to the Directors in the sense that the latter are administrative heads of the Directorates, Joint Directors are practically in independent charge of the sphere of work allotted to them. Thus, they generally submit their cases direct to the Members of the Board except on important matters involving a point of principle or policy, which are routed through the Directors.

Other Officers :- The Directors are assisted by Deputy and Assistant Directors, the number and grades of posts in each Directorate being determined by the volume and importance of work.

Secretary, Railway Board :- The Secretary, Railway Board who is an officer of the Director's status, is responsible for the general conduct of work in the Ministry, for coordination between branches, and in particular, for current relations between the Ministry of Railways and other Ministries of the Government of India. In addition, he deals with all establishment matters in the Board's Secretariat in all grades and also with certain specific matters relating to gazetted staff of Railways. The Secretary is also Organisation and Methods Officer of the Railway Ministry. The Secretary, Railway Board is empowered to issue sanctions and take all action necessary on behalf of the Railway Board in accordance with Section 3 of the Indian Railway Board Act, 1905 (IV) of 1905).

The Indian Railways, which are owned and managed by the Government are formed into the following 6 Zonal Administration.

Zone	Consisting of	Headquarters.
1. Southern.	Madras and Southern Mahratta, South Indian and Mysore Railways.	Madras.
2. Central.	Great Indian Peninsular, Nizams's State, Sciendia and Dholpur Railways.	Bombay.

Zone	Consisting of.	Headquarters
3. Western.	Bombay, Baroda and Central India (excluding Delhi Rewari Fazilka Section and Fatehgarh District), Saurashtra, Cutch, Rajasthan and Jaipur Railways.	Bombay.
4. Northern.	Eastern Punjab, Jodhpur, Bikaner, and the three upper divisions of the East Indian Railways	Delhi.
5. North-Eastern.	Oudh and Tirhut, and Assam Railways, and Fatehgarh District of the Bombay Baroda and Central India Railways	Gorakhpur
6 Eastern.	East Indian (Minus the three upper divisions) and Bengal Nagpur Railways.	Calcutta

GENERAL PATTERN OF ORGANISATION & FUNCTIONS OF THE ZONAL RAILWAY ADMINISTRATIONS.

Each of the Zonal Railway Administrations of Railways owned and managed by Government is under the administrative control of a General Manager who is responsible to the Railway Board. The General Manager exercises overall supervisory control over all the departments which constitute a Railway Administration co ordinates their working and is responsible for its efficient managment. Under the General Manager, there is a Senior Deputy General Manager, who is also in charge of Planning and Vigilance. There is also a Deputy General Manager for personnel work, and another Deputy General Manager (General) who deals with sections, Parliament Questions, and provision of *Passenger Amenities*.

Work is distributed between various departments, such as Civil Engineering, Mechanical Engineering, Commercial Transportation, Accounts, Stores, Signals and Tele communications. Electrical and Medical, each of which is under the charge of a head of department. The Railway Protection Force on each Railway is under the charge of a Chief Security Officer, who is of the status of a head of a department.

The strength of the Headquarters Office on each Railway varies with the work load as also with type and organisation at the lower formations, which latter, fall into two distinct categories namely :

- (a) The district system; and
- (b) The divisional system.

Under the district system, the management of the primary unit for each major department in the district is under a District Officer and the co ordination between the different departments is done only at the Headquarters office. This is known as the departmental system of organisation and is normally adopted when the size, and/or the work load of a Railway is comparatively small.

Under the divisional system, the Railway is divided into territorial units of suitable sizes and the general running of each unit is the responsibility of the Divisional Superintendent, who is an officer of administrative rank. The Divisional Superintendent is assisted by Divisional Officers of each department, who function as Executive Officers of the Division, in charge of branches under them, and work as technical advisors to the Divisional Superintendent. A Division thus is the working unit of the Railway and the Divisional Superintendent is vested with wide powers within his own sphere in which he functions more or less as a General Manager. Under the Divisional set-up, the Head of each Department in the Headquarters Office functions as a technical expert and Principal Adviser to the General Manager in respect of his particular branch of railway working.

MINISTRY OF TRANSPORT & COMMUNICATIONS.

The entire Ministry of Transport & Communications is headed by a Cabinet Minister (Minister for Transport and Communications), assisted by two Ministers of State, who are designated as the Minister for Shipping and the Minister for Civil Aviation respectively.

The Ministry consists of the following two departments :

- A. Department of Transport.
- B. Departments of Civil Aviation & Communications.

A. Department of Transport.

The department of Transport consists of a Secretariat and a number of subordinate offices under its control. It has no attached office. The Department is divided into two Wings, the Roads Wings dealing with all matters relating to the construction and development of roads and the Transport Wing dealing with all other subjects.

At present, the Department is responsible for the following subjects :

- (a) Road Transport (including Delhi Transport service) and Road Development,
- (b) Major Ports,
- (c) Maritime Shipping and Light-houses;
- (d) Inland Waterways and Inland Water Transport,
- (e) Tourism, and
- (f) Hindustan Shipyard.

(a) Road Transport

The major functions under this head are to lay down uniform principles for the taxation of motor vehicles and for the regulation of road transport all over India, including registration of motor vehicles, licensing of drivers and conductors, safety measures, insurance of motor vehicles against third party risks, nationalisation of road transport etc.

Another important function in regard to road transport is the management of the Delhi Road Transport Authority which was set up under the Delhi Road Transport Act, 1950, to take over and run the road Transport Services in Delhi State as nationalised undertaking.

Road Development : Under Road Development the department is responsible for construction development and maintenance of the following .

- (1) Highways declared by Parliament, or under law made by Parliament, to be National Highways.
- (ii) Other Roads covered by Central grants

- (iii) Road Communications declared to be of national or military importance.

(b) Ports :

Under this subject the department is responsible for the administration of Ports declared by or under Law made by Parliament or existing law as "major ports". It also works for co-ordinating the development of *minor ports*.

(c) Maritime Shipping and Lighthouses :

(i) Maritime Shipping and Navigation : The main activities of the Department in relation to this subject are the administration of Merchant Shipping Law and the development and expansion of Indian Shipping. This involves the implementation of the Government's policy of reservation of coastal trade for Indian shipping and increased participation of Indian Shipping in overseas trade. The department is also responsible for the training of marine engineers, executive officers and ratings as also for post sea training.

(ii) Lighthouses : All work connected with the lighthouses in India is the responsibility of the Centre. Lighthouses are divided into 'General' and 'Local' according to the utility of a particular lighthouse to navigation. The Superintendence and management of 'general' lighthouses is vested in the Central Government while the 'local' lighthouses are managed by local light house authorities, such as State Governments and Port trusts.

(d) Inland Waterways and Inland Water Transport :

Under this head comes the work relating to the Ganges-Brahmaputra Water Transport Board. The Board is under the control of the Department of Transport, and its function include the development of water transport, the improvement of navigational facilities, the handling of administrative problems such as those arising out of the registration and licensing, the fixing of passenger and freight rates etc.

(e) Tourism :

Apart from the organisational aspect, the functions of the Tourist Division involve intensive publicity through media such

as published literature. i.e., guide books, folders, inserts, maps, posters, etc., films, window displays, advertising bringing out magazines, feature articles, lectures, personal contacts and the like. It also deals with grant given to States for improvement of short stretches of roads leading to the tourist centres in cases where the projects are not justified on other grounds

(f) Hindustan Shipyard Limited :

Under this head the department deals with the matters concerning Hindustan Shipyard Limited which were formerly being administered by the late Ministry of Production. This work was transferred to the Department of Transport as a result of the abolition of the Ministry of Production from April 17, 1957.

B

DEPARTMENT OF CIVIL AVIATION AND COMMUNICATIONS.

The Departments of Civil Aviation and Communications consist of a Secretariat, two Attached Offices and three Subordinate Offices. The Office of the Chief Government Inspector of Railways operates as a part of the Department, although it has independent functions to perform. Further, a State Undertaking, the Indian Telephone Industries, is under the administrative control of this Department, as also the two Airline Corporations, which operate scheduled air services within the country and abroad.

The Secretariat is broadly divided into seven Divisions viz., Civil Aviation; Wireless Planning and Coordination; Meteorology; Overseas Communications, Indian Telephone Industry; Railway Inspectorate, Establishment and General. It is further sub-divided into 15 Sections, one of which deals with the work of Railway Inspectorate and the remaining 14 with the work of six other Divisions.

The Departments of Civil Aviation and Communications in the Ministry of Transport and Communications are responsible for the administration of:—

(1) Civil Aviation and Air Transport Industry

(11) Posts and Telegraphs and Telephone Industries

- (iii) Meteorology
 - (iv) Railway Inspection
 - (v) Overseas Communications
 - (vi) Wireless Planning and Coordination.
-

MINISTRY OF LABOUR AND EMPLOYMENT.

The Ministry consists of a Secretariat, four Attached Offices and 13 Subordinate Offices. The Ministry is headed by a Cabinet Minister, who is assisted by a Deputy Minister and a Parliamentary Secretary.

The Ministry is divided into five Divisions, and no specific nomenclature has been assigned to these Divisions

The Ministry deals with the following subjects:-

- (i) Labour Welfare and Trade Unions,
- (ii) Industrial and Labour Disputes,
- (iii) Factory Labour,
- (iv) Unemployment Insurance and Health Insurance etc ;
- (v) Labour employed in Railways, Major Ports, Mines and Oil Fields;
- (vi) Resettlement of demobilised soldiers and discharged war workers;
- (vii) Participation in the International Labour Conference and work connected therewith.

As regards subjects (i) to (iv), the Ministry is only responsible for laying general policy for the whole of India, while the implementation of the policy relating to these subjects is entirely the responsibility of the State Governments concerned, though the Central Government has power to exercise control and give directions.

With regard to items (v) to (vii), the Ministry has overall responsibility.

MINISTRY OF FOOD AND AGRICULTURE

The Ministry of Food and Agriculture is composed of the following two departments,—

- (1) I Department of Food.
 - (2) B Department of Agriculture.
-

A DEPARTMENT OF FOOD

The Department of Food consists of a Secretariat, one Attached Office and 7 Subordinate Offices. The Department is under the immediate charge of a Deputy Minister for Food and the Minister for Food and Agriculture is in overall charge of it.

The Department of Food consists of the following Branches --

- (i) Policy and Basic Plan
- (ii) Distribution.
- (iii) Movement Directorate.
- (iv) Imports.
- (v) Storage and Inspection
- (vi) Ports and depots and sale depots
- (vii) Budget and finance coordination.
- (viii) Army purchase organisation.

The Department of Food is responsible for the following functions:-

- (a) Procurement of foodgrains for civil and Military requirements;
- (b) Distribution of imported foodgrains to States
- (c) Coordination, planning and guidance in regard to food policy from an all India point of view.
- (d) Regulating import and export of foodgrains.

B

DEPARTMENT OF AGRICULTURE.

The Department of Agriculture consists of a Secretariat, five Attached and 35 Subordinate Offices. The Department is headed by a Cabinet Minister designated the Minister for Food and Agriculture, assisted by a Minister of State for Cooperation and a Deputy Minister for Agriculture.

The Department of Agriculture is responsible for the following broad functions :-

- (1) Agricultural Production.
- (2) Agricultural Research, Education and Extension.
- (3) Animal Husbandry, Fisheries and Forestry.
- (4) Fruit and Vegetable Products Industry.
- (5) Agricultural Economics and Statistics.
- (6) Agricultural Development.
- (7) Liaison with the Food and Agriculture Organisation of the United Nations and other International Organisations and technical and economic aid in the Agricultural Sector.
- (8) Procurement and Distribution of Fertilisers.
- (9) Agricultural Marketing.
- (10) Cooperation.
- (11) Land Relations.
- (12) Tube Well and Minor Irrigation.
- (13) Soil Conservation.

MINISTRY OF IRRIGATION & POWER.

The Ministry of Irrigation and Power consists of a Secretariat and one Attached Office. Except the Office of the Chambal Control Board and the Hirakud Project Construction Organisation, the Ministry has no Subordinate Office under its control. It, however, functions as an Administrative link between the Government of India and the following organisations :-

- (i) Central Board of Irrigation and Power, New Delhi.
- (ii) Damodar Valley Corporation, Calcutta.

The Ministry is headed by a Cabinet Minister, who is assisted by a Deputy Minister.

The work in the Secretariat is distributed among 20 Sections.

The Ministry is responsible for the following functions relating to :—

- (i) Power.
- (ii) Irrigation.
- (iii) Flood Control, and
- (iv) River Valley Projects.

MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH.

The Ministry of Education and Scientific Research comprises the following departments :—

- A. Department of Education.
- B. Department of Cultural Activities, and Physical Education, and
- C. Department of Scientific Research and Technical Education.

A DEPARTMENT OF EDUCATION.

The Department of Education consists of a Secretariat and five Subordinate Offices. There is no Attached Office functioning in this Department. Besides, it is responsible for the administration of four overseas Education Departments, stationed in London, Washington, Bonn and Nairobi.

The Department is headed by a Minister of State, although it is under the overall control and supervision of the Cabinet Minister for Education and Scientific Research.

Requisite files and papers pertaining to the Department of Education are put up to the Cabinet Minister through the Minister of State and those pertaining to the Department of Scientific Research and Technical Education are put up to the former

through the Deputy Minister. The Minister of State is responsible for answering Parliamentary questions pertaining to the Department of Education.

The Department of Education is composed of six Divisions as follows :-

- (i) - Administration Division (Common to the Department of Cultural Activities and Physical Education),
- (ii) Basic and Social Education Division,
- (iii) Secondary Education Division,
- (iv) Hindi Division,
- (v) Scholarships Division, and
- (vi) UNESCO Information, Publication and Statistics.

The Department of Education is responsible for important functions relating to the following :-

- (i) University Education.
- (ii) Basic, Social and Secondary Education.
- (iii) Scholarships (except National Fellowships Scheme, Practical Training Stipends Scheme, Research Scholarships for research in scientific and technical subjects)
- (iv) Propagation of Hindi.
- (v) UNESCO, Publication, Information and Statistics.

B

DEPARTMENT OF CULTURAL ACTIVITIES AND PHYSICAL EDUCATION.

The Department of Cultural Activities and Physical Education is composed of the following Divisions :-

- (i) Cultural Division,
- (ii) External Relations Division, and
- (iii) Physical Education Division.

The Department is responsible broadly for the following subjects :-

- (1) Cultural Activities, and
- (11) Physical Education and Recreation, Games and Sports, and Youth Welfare.

The Department is under the charge of a Senior Joint Secretary, as Head of the Department. The Joint Secretary incharge of the Department refers only matters of broad policy to the Education Secretary but exercises all other powers of a Head of a Department in respect of the Department of Cultural Activities and Physical Education. The Department has one Attached Office and six Subordinate Offices functioning under it. In addition, the Department has under its control five autonomous bodies.

Requisite files regarding the Department of Education and the Department of Cultural Activities and Physical Education are put up to the Cabinet Minister through the Minister of State in the Ministry of Education and Scientific Research.

C

DEPARTMENT OF SCIENTIFIC RESEARCH AND TECHNICAL EDUCATION.

The Department of Scientific Research and Technical Education consists of a Secretariat and nine Subordinate Offices. There is no Attached Office functioning under the control of this Department. However, the Department acts as the Administrative link between the Government and the Organisations mentioned below :-

- (1) Council of Scientific and Industrial Research.
- (11) Indian National Scientific Documentation Centre,
- (111) National Research Development Corporation.

The Department is responsible for the following subjects:-

- (a) Scientific Research and Survey;
- (b) Technical and Scientific Education.

The Department is under the immediate charge of the Deputy Minister for the Education and Scientific Research, although the Department is under the overall control and supervision of the Cabinet Minister for Education and Scientific Research.

The requisite files and papers are put up to the Cabinet Minister through the Deputy Minister and the Deputy Minister is responsible for answering Parliamentary Questions pertaining to the Department.

MINISTRY OF HEALTH.

The Ministry of Health consists of a Secretariat, one Attached Office and 15 Subordinate Offices.

The Ministry is headed by a Minister of State.

The Secretariat of the Ministry is organised into the following four Divisions :-

- (i) Planning, Hospital and Drugs Division.
- (ii) Medical Division.
- (iii) Local Self-Government and International Health Division.
- (iv) House Keeping Division (viz , Establishment, Budget, etc.)

The Ministry is responsible for the following functions :-

- (a) Administration of Central Health Institutions.
- (b) Promotion of medical research, regulation and development of medical, pharmaceutical, dental and nursing professions in consultation with the State Governments and the Statutory Councils concerned and laying down the standards of education for these professions.
- (c) Establishment and maintenance of drugs standards in consultation with the State Governments, and prevention of adulteration of food.
- (d) Promoting investigations into particular health problems.

- (e) Promoting through the Central Council of Local Self Government and otherwise, discussions and exchange of information on problems relating to Panchayats and other local bodies.
- (f) International health relations and the administration of port quarantine.

MINISTRY OF INFORMATION & BROADCASTING.

The Ministry of Information and Broadcasting consists of a Secretariat, four Attached and four Subordinate Offices. The Ministry is headed by a Minister of State, who is assisted by a Parliamentary Secretary in the discharge of his parliamentary functions

The Secretariat of the Ministry is organised into the following Divisions —

- (i) Broadcasting, (Advertising and Visual Publications and Five Year Plan Publicity.)
- (ii) Publications, Advertising and Visual Publicity and Five Year Plan Publicity;
- (iii) Press and Films, and
- (iv) Administration.

Directorate General, All India Radio, New Delhi :

A short description of the Directorate-General, All India Radio, New Delhi is given below —

The network of broadcasting stations in India is known as the All India Radio. The whole organisation is controlled by a Director-General, who is assisted by several Deputy Directors General and a Chief Engineer. The executive functions are carried out by the stations situated all over the country and a number of other subordinate offices

Radio Stations :

There are, at present, 28 Broadcasting Stations in India under the control of the All India Radio. The total number of

medium and short wave transmitters is 31 and 19 respectively, some Stations having more than one transmitter. The Stations are grouped in four divisions, viz, North, West, South and East and located as follows :-

- North : Delhi, Lucknow, Allahabad, Patna, Jullundur, Jaipur, Indore, Simla, Bhopal, Ranchi, Srinagar, and Jammu.
- West : Bombay, Nagpur, Ahmedabad, Dharwar, Poona and Rajkot.
- South : Madras, Tiruchirapalli, Vijayawada, Trivandrum, Kozhikode, Hyderabad and Bangalore.
- East : Calcutta, Cuttack and Gauhati

Each Station functions under the supervision of a Station Director or an Assistant Station Director. In the major Stations, there are normally two Assistant Station Directors one in charge of 'Programmes' and the other in charge of 'Administration'. The former is assisted by Programme Executives, Programme Supervisors, etc. The Engineering side at each Station is supervised by a Station Engineer or an Assistant Station Engineer who is assisted by other Engineering staff. The programmes for each Station are drawn up independently and submitted to the Director General for approval.

MINISTRY OF WORKS, HOUSING AND SUPPLY.

The Ministry consists of a Secretariat, five Attached and six Subordinate Offices. Nearly all the Attached OFFICES under the Ministry are big organisations, and supervise and control a large number of Subordinate Offices.

The Ministry is headed by a Cabinet Minister, who is assisted by a Deputy Minister.

The Ministry is responsible for the following functions. —

- (a) Public works.
- (b) Housing.
- (c) Accommodation.

- (d) Purchase and disposal of Government Stores.
- (e) Printing and Stationery.
- (f) Explosive and Boilers.

Besides, the Division dealing with the house-keeping functions, the work of the Secretariat is divided into the following four Divisions:—

- (1) Works Division.
- (2) Housing Division.
- (3) Supply Division.
- (4) Printing and Stationery Division.

(a) **Public Works** : One of the main responsibilities of the Ministry of Works Housing and Supply relates to the execution of all civil works of the Government of India and the centrally administered areas. The Central Public Works Department, which is the executive organisation of the Ministry for the purpose, also looks after the maintenance of these works, including aerodromes.

(b) **Housing** : The Division is responsible for the formulation and administration of the housing policy and programmes of the Government of India. The various housing schemes so far formulated to assuage the housing shortage in the country are:—

- (1) Subsidised Housing Scheme for Industrial Workers;
- (2) Low Income Group Housing Scheme;
- (3) Slum-clearance Scheme;
- (4) Plantation Labour Housing Scheme; and
- (5) Village Housing Projects Scheme.

A Rural Cell has been set up in this Ministry to prepare plans of model houses for different parts of rural India.

(c) **Accommodation** : This is looked after by the Estate Office, which was, prior to the war, under the control of the C. P. W. D. With the increase in the volume and importance of work, and in view of the difficulties arising out of the acute short-

age of accommodation, the Estate Office was separated from the C. P. W. D. and brought directly under the control of the Ministry in 1944.

(d) **Purchase and disposal of Government Stores :** The Ministry provides organised facilities for large-scale procurement and supply of stores of indigenous and foreign manufacture to the Central Government Departments and also for proper disposal (or utilization) of their surpluses. The Director General of Supplies and Disposals is the executive agency for this work.

(e) **Printing and Stationery :** Execution of the printing work of the Government of India and the supply of stationary stores (including office equipment) to all Central Government offices located in India and in certain places abroad, as well as to certain State Governments, is arranged by this Ministry, through the agency of the Printing and Stationary Department, which is also responsible for the storage, distribution and sale of Government of India publications, as well as standard forms.

(f) **Explosives and Boilers :** Administration of the Indian Explosives Act, 1884, and various rules framed thereunder is one of the responsibilities of this Ministry discharged through the Chief Inspector of Explosives. Inspection of ports, explosives, magazines, oil installations storage permits licensed under the Explosives, Petroleum, Carbide of Calcium and the Cinematograph Film Rules is also under-taken by it.

MINISTRY OF REHABILITATION AND MINORITY AFFAIRS.

The Ministry of Rehabilitation consists of two Secretariats—the main at New Delhi and the Branch at Calcutta. There are nine Subordinate Offices and a State undertaking namely the Rehabilitation Housing Corporation functioning under the control of this Ministry. There is no Attached Office under the Ministry.

The Ministry is headed by a Minister of State who is assisted by a Deputy Minister for Rehabilitation.

The work of the main Secretariat falls under five Divisions, viz, Settlement, Property, Rehabilitation, General and Adminis-

tration. The work is further distributed among 22 sections. The work in the Branch Secretariat is distributed among twelve sections.

The Ministry is primarily responsible for the following functions:—

- (1) Arrangements for Relief and Rehabilitation.
- (2) Administration of Evacuee Property.
- (3) Settlement of Claims and Grant of Compensation

MINISTRY OF COMMUNITY DEVELOPMENT.

The Ministry is headed by a Minister of State. It consists of a Secretariat and five Subordinate Offices. There is no Attached Office for this Ministry.

The Ministry is responsible for the overall control of the programme, namely, planning, directing and coordinating Community Development activities throughout India.

There are four distinct divisions of the Ministry of Community Development, viz., the Administration, the Programme, the Training and the Administrative Intelligence Divisions.

The administration Division is mainly concerned with the administrative matters of the Ministry, Publicity and Public Relations. The programme Division is responsible for the development and improvement of the various services under Community Development Programme, import of equipment under the Dollar Aid from the U. S. Government and their distribution on arrival, survey, allotment and allocation of Community Development Projects and National Extension Blocks. The Training Division is concerned with the training of personnel as Block Development Officers, Social Education Organisers, Artisans, Craftsman, Overseers, etc., Inter State Seminars, Study Tours, etc.. The Administrative Intelligence Division is concerned with compilation of statistical data parliament matters; report of Estimates Committees, Development Commissioners, Conference, etc. In addition, advice on technical matters is obtained from a team of advisers

DEPARTMENT OF PARLIAMENTARY AFFAIRS.

The Department consists of a Secretariat only. There is no Attached or Subordinate Office under the control of this Department.

The Department is headed by a Minister of State.

The Secretariat is organised into three sections, viz., Parliamentary Section I, Parliamentary Section II, and General Section,

The Department of Parliamentary Affairs is responsible for the following functions:—

- (a) Fixing the dates of the commencement and the duration of the sessions of the Lok Sabha and the Rajya Sabha; planning Governments' legislative programme in each house, and obtaining the opinion of concerned Ministries and determining Governments stand on non official Bills and Resolutions moved in either House.
- (b) Advising the Ministries on parliamentary matters and procedure, maintaining liaison between the Ministries and the two Houses of Parliament.
- (c) Extracting from the proceedings of both Houses statement involving assurances, promises or undertakings given by Ministers in replies to questions and supplementaries during debates, ensuring their implementation by the Ministries concerned
- (d) Suggesting names for Select Committees and other Committees, Delegations, Commissions, etc. on which Parliament is represented; dealing with matters concerning salary and allowances of the Members of Parliament, the *Chairman and the Speaker* respectively.
- (e) Keeping in touch with the State Legislatures and the State Legislative Departments in respect of their legislative procedures and programmes and allied matters, etc.

Further, the Department renders Secretarial assistance to the Parliamentary and Legal Affairs Committee of the Cabinet.

The Secretary of the Department is the Secretary of the Committee in respect of such matters.

DEPARTMENT OF ATOMIC ENERGY.

The Department of Atomic Energy was created in August, 1954, under the charge of the Prime Minister. Prior to this the business of the Government of India relating to atomic energy and the functions of the Central Government under the Atomic Energy Act, 1948 (XXIX of 1948) was being transacted in the Ministry of Natural Resources and Scientific Research.

The atomic Energy Commission functions under the Department of Atomic Energy and has the same relationship to it as it had originally to the Ministry of Natural Resources and Scientific Research.

The Department of Atomic Energy consists of :—

- (a) Main Secretariat of the Department of Atomic Energy, Bombay.
- (b) Branch Secretariat, Central Secretariat, South Block, New Delhi.
- (c) Atomic Energy Establishment.

The Atomic Energy Establishment undertakes all scientific and technical work for the development of atomic energy in this country. The Raw Materials Division undertakes all survey work connected with atomic minerals.

The Department has at present no Attached or Subordinate Office under it. There are two State Undertakings functioning under the control of the Department namely. —

- (1) Indian Rare Earths (Private) Limited.
 - (2) Travancore Minerals (Private) Limited.
-

PARTITION SECRETARIAT.

The Partition Secretariat was set up immediately after the announcement, on June 3, 1947, by the British Government of its policy of partition; it was to act as the Secretariat of the Parti-

tion Council and the Steering Committee of Partition Council. The functions of this Secretariat were also to coordinate the work of the various Expert Committees set up to work out the administrative and other details of the Partition and to implement the decisions reached on the reports of the various Expert Committees. This Secretariat still continues with a reduced staff, and has been mainly occupied with implementing the various decisions of the Partition Council, the drawing up of the Debt Settlement between the Government of India and Pakistan, as also of the partition settlements between the two Punjabs, the two Bengals and Assam and East Bengal, and dealing with references on several matters arising out of the Partition arrangements. Its strength has been kept as small as possible and the work of the present attenuated Secretariat is under the administrative supervision of the Principal Secretary and other officers of the Ministry of Finance.

The Partition Secretariat has only two Sections and it has no Attached or Sub-ordinate Office under it.

CABINET SECRETARIAT.

The Cabinet Secretariat is headed by the Prime Minister and consists of a Secretariat and an Attached Office namely the Central Statistical Organisation. The Cabinet Secretariat does not deal with any item of work of executive or advisory nature which can be regarded as appropriate for transfer to a subordinate office.

The Cabinet Secretariat is responsible for all Secretariat work connected with the meetings of the Cabinet, making and maintaining records of the discussions and decisions of the Cabinet, and its Committee, the Defence Committee of the Cabinet, the Joint Planning Committee of the Cabinet, the Economic Committee of the Cabinet, Foreign Affairs Committee of the Cabinet, Appointments Sub Committee of the Cabinet, etc.

The Secretariat Organisation comprises of:—

- (1) Main Secretariat.
- (2) O. & M. Division

(3) Military Wing.

(4) Economic Wing.

(1) **Main Secretariat** : The Main Secretariat, which consists of branches like Cabinet Coordination, Administration and General Sections, is responsible for the Secretariat work connected with the meetings of the Cabinet and its sub Committees.

(2) **O. & M. Division** : In simple terms the word's Organisation and Management stand for paying intelligent and critical attention not only to what is done but also to how it is done and at what cost in time, labour and money and also paying attention to the design of the machine and its working process and not merely to its end product. The primary objectives of the Division are to.—

(a) supply the leadership and drive, and

(b) build up a common fund of information by a cooperative effort, experience and competence in O. & M. work.

The O. & M. Division is headed by a Director (also Joint Secretary to the Government of India in the Ministry of Home Affairs), who is assisted by a Deputy Director, an Assistant to Director and an Assistant Director and a complement of Secretariat Staff. The work is carried on through the O. & M. Units set up in each Ministry/Department each under the charge of a Deputy Secretary functioning as its internal O. & M. Officer in addition to other duties.

The Deputy Director, O & M. Division, pays informal visits to the various Ministries and Departments (including their Attached and Subordinate Offices), makes random checks to see how far the prescribed procedures are being followed and renders advice on various problems of O. & M. work.

(3) **Military Wing** : The Military Wing is responsible for all Secretariat work connected with the meetings of the Defence Committee of the Cabinet, the Defence Minister's Committee, the Chiefs of Staff

Committee the Principal Personnel Officers' Committee, the Principal Supply Officers' Committee, the Joint Planning Committee, the Joint Administrative Planning Committee, the Joint Intelligence Committee, the Joint Training Committee etc.

- (4) **Economic Wing :** The Economic Wing is responsible for all Secretariat work of the Economic, Production and Distribution Committee of the Cabinet, the Committee of Economic Secretaries and the Supply Committee.
-

CHAPTER XXIV

PLANNING COMMISSION.

The Planning Commission is primarily a staff agency to advise the Government of India in matters pertaining to planning and development. At the same time, the Commission has to undertake, from time to time, certain line functions like the enlistment of public cooperation in the implementation of the Plan, general direction and supervision of Community Projects and so on.

The functions of the Planning Commission are:—

- (i) To make an assessment of the material, capital and human resources of the country, including technical personnel, and to investigate the possibilities of augmenting such of those resources as are found to be deficient in relation to the nation's requirements.
- (ii) To formulate a Plan for the most effective and balanced utilisation of the country's resources.
- (iii) To define the stages in which the Plan should be carried out and to propose the allocation of resources for the due completion of each stage on a determination of priorities.
- (iv) To indicate the factors which are tending to retard economic development, and to determine the conditions which, in view of the current social and political situation, should be established for the successful execution of the Plan.
- (v) To determine the nature of the machinery which would be necessary for securing the successful implementation of each stage of the Plan in all its aspects.
- (vi) To appraise from time to time the progress achieved in the execution of each stage of the Plan and to

recommend the adjustments of policy and measures that such appraisal might show to be necessary.

- (vii) To make such interim or ancillary recommendations as might be appropriate on a consideration of the prevailing economic conditions, current policies, measures and development programmes, or on an examination of such specific problems as may be referred to it for advice by Central or State Governments for facilitating the discharge of the duties assigned to it.

The Commission at present, consists of 8 members. They are the Chairman (the Prime Minister), four full time members (including the Deputy Chairman) and the Ministers for Planning, Defence and Finance. The Planning Minister is assisted by a Deputy Minister and a Parliamentary Secretary. The portfolios of the Members of the Commission are distributed as under :—

1. General Planning and Social Services,
2. Finance,
3. Industries,
4. Education and Health,
5. International Trade and Development,
6. Irrigation and Power.

Each Member of the Commission is responsible for one or more subjects and the Deputy Chairman is responsible for the overall coordination and administration. The Planning Minister has also under his charge a number of subjects like any other Members of the Commission. In addition, he is responsible for *the Commission to Parliament and the Cabinet*.

The Commission has no Attached or Subordinate Offices under it. There is an organisation named the Programme Evaluation Organisation working along with the Planning Commission.

The Commission is divided into three major parts :—

- (i) Programme Advisers.
- (ii) General Secretariat.
- (iii) Technical Divisions

(i) Programme Advisers :

There are three senior officers designated as Advisers (Programme Administration), having the status of ex-officio Additional Secretaries to the Government of India, to assist the Members of the Commission in matters concerning field study and observation of various schemes and projects. They also assist the Commission in connection with the progress and implementation of various schemes and projects. In addition, these Advisers also pay specific attention to the various problems of finance, public cooperation and administration connected with the implementation of the Plan.

(ii) General Secretariat :

The General Secretariat has the following branches :

- (a) Administration Branches (General Branch, Administration Branch, O & M Section and Accounts Branch).
- (b) Plan Coordination Branch.
- (c) General Coordination Branch.
- (d) Information and Publicity Branch (Headed by the Director of Information).

(iii) Technical Divisions :

The Technical Divisions are responsible for :

- (a) Scrutinising and analysing various schemes and projects to be incorporated in the Plan.
- (b) Conducting technical studies and research regarding Plan projects and programmes.
- (c) Preparing study material and reports on the Plan.
- (d) Following up of Plan projects, etc.

The heads of technical divisions are generally subject specialists, designated as Chiefs or Directors (a less senior officer is designated as Head), who are assisted by Deputy and Assistant Chiefs and some research staff

CHAPTER XXV

UNION PUBLIC SERVICE COMMISSION.

The Union Public Service Commission is an independent statutory body, consisting of a Chairman and seven Members (as on 1. 1. 1958). Its relations with the Government of India are coordinated by the Ministry of Home Affairs, but in its day to day work in the discharge of its statutory responsibilities, it deals directly with the different Ministries and Departments of the Government of India. The Commission has no Attached and Subordinate Office under it.

In addition to the branches dealing with the housekeeping functions, the office of the Commission is organised into the following branches :

- (i) Examination Branch.
- (ii) Recruitment Branch.
- (iii) Services Branch.
- (iv) Appointments Branch.
- (v) Confidential Branch.

The functions of the Union Public Service Commission are laid down in Article 320 of the Constitution of India, according to which :—

- (1) It shall be the duty of the Commission to conduct examinations for appointments to the services of the Union.
- (2) It shall also be the duty of the Commission if requested by any two or more States so to do, to assist those States in framing and operating schemes of joint recruitment for any services for which candidates possessing special qualifications are required.
- (3) The Commission shall be consulted :
 - (a) on all matters relating to methods of recruitment to civil services and for civil posts;

CHAPTER XXVI

INDIAN AUDIT AND ACCOUNTS DEPARTMENT.

The administrative head of the Indian Audit and Accounts Department is the comptroller and Auditor General of India. He is responsible for compiling the Government accounts and auditing them. He functions both on behalf of the Union and the State Governments.

28597

He does not compile Railway Ministry, or the defence accounts, for which the Finance Ministry is responsible. The Comptroller and Auditor-General has Accountants General under him in each State. They account and audit both the Central and the State Government transactions. He also has an Accountant General for posts and telegraphs transactions, and Directors of Audit for railway, defence and the State Commercial undertakings. His Accountants General are concerned with the payment procedure, and have to exercise certain checks before money is withdrawn from Government funds.

The Comptroller and Auditor General is statutorily the sole authority regarding the nature and extent of audit (save in regard to secret service expenditure) to be conducted by him or on his behalf in the due discharge of his responsibilities.

The Comptroller and Auditor General's duties fall broadly into two categories, viz., (i) those of maintaining accounts, and (ii) those of an Auditor.

(i) The Comptroller and Auditor General has been entrusted, subject to certain specified exceptions, e.g., Defence and Railways vide para 11 of the Audit and Accounts Order, 1936, as also the Initial and Subsidiary Accounts Rules made thereunder, with the duty of keeping the accounts of the Union Government and of the States. Recently, in pursuance of the policy of relieving the Comptroller and Auditor General of the responsibility for maintenance of Accounts and departmentalising them, a start has been

made, both in the Centre and in some States, with certain departments equipping themselves with a Pay and Accounts Office under their control.

(ii) The duties and powers of the Comptroller and Auditor General with regard to audit of Government accounts and the general principles and rules of audit should be viewed in the following context.

As an Auditor, the Comptroller and Auditor-General is solely a quasi-judicial authority. He exercises his duties according to the Constitution. He is one of the most important authorities set up by the Constitution, acting on behalf of the Legislatures. He is independent of all Departments including the Finance Ministry. He is placed beyond political and party influences. His oath of office under the Constitution requires him to uphold the Constitution and the laws. In the discharge of his duties, it is the business of the Comptroller and Auditor-General, subject to the provisions of Article 149 of the Constitution, to watch that the various authorities of the State set up by or under the Constitution, act, in regard to all financial matters, in accordance with the Constitution and the laws of Parliament and appropriate Legislatures and Rules or Orders issued thereunder. He has been given complete liberty in reporting relevant facts, and of expressing opinions upon the conduct of Departments and Ministries in regard to their financial transactions and on the decisions of the Finance Ministry affecting them. In fact, it is his duty to call attention of Parliament/State Legislatures to every matter, to which he thinks their attention should be drawn.

As required by Article 151 of the Constitution, the audit reports of the Comptroller and Auditor-General are placed before the Union or the State legislatures as the case may be. The Committee on Public Accounts considers the report on behalf of the legislature.

Headquarters Organisation :

The Headquarters office of the Comptroller and Auditor-General is under the immediate supervision of the Comptroller and Auditor-General himself. He has at present four Deputies to assist him in the discharge of his functions. The permanent

Senior Deputy Comptroller and Auditor-General functions, in general, as the Chief of Staff. Except in the case of Reports on accounts submitted to Parliament and State Legislatures, the Deputies, in general, have authority to act for the Comptroller and Auditor General in any matter and to any extent as may be determined from time to time by the Comptroller and Auditor-General. They are, in particular, responsible for the efficient working of the entire Department and subject to the Comptroller and Auditor-General's general control, for controlling the various offices of the Indian Audit and Accounts Department.

Organisation of the Indian Audit and Accounts Department as a whole.

Besides the Headquarters organisation, the Indian Audit and Accounts Department is divided into four classes of offices, namely, (i) the Civil Audit and Accounts Offices, (ii) the Posts and Telegraph Audit and Accounts Offices, (iii) the Railway Audit Offices and (iv) the Defence Services Test Audit Offices.

The Civil and Posts and Telegraphs Audit Offices are both audit and accounts offices, while the Railway and Defence Services Test Audit Offices deal exclusively with the audit of the accounts of the respective departments that are maintained by the Accounts Offices under the control of the Executive Departments. In addition, the Comptroller and Auditor General has under him two officers overseas, namely :

(a) Director of Audit, Indian Accounts in London

The previous designation of the officer used to be 'Auditor of Indian Home Accounts' whose auditorial jurisdiction extends to all the expenditure from Indian revenues in countries on the Continent and the U. K.

(b) Audit Officer, Indian Accounts, Washington.

He audits all the expenditure in both the Americas met from the Indian revenues. This office started functioning in Washington from the beginning of December, 1951.

For auditing the Government commercial and quasi-commercial undertakings, a separate Wing was created under the

Controller of Commercial Audit in the office of the Comptroller and Auditor-General. As in the present context of State Planning, more and more Government sponsored, owned and controlled commercial undertakings are coming into existence, the Commercial Wing of the Audit Department has been re-organised by setting up a separate office of the Director of Commercial Audit, with effect from October 1, 1955, with Headquarters in New Delhi.

There are 77 Subordinate Offices functioning under this Department. There is no Attached Office functioning under it.

B .
ORGANISATION
OF THE
GOVERNMENT OF RAJASTHAN

INTRODUCTION.

This booklet gives a general idea about the Organisation and working of the Government of Rajasthan. Chapter I contains a brief description of the constitutional provisions and also gives a brief account of the Organisation of Government into various Departments and the set-up of each Department. Chapter II gives a general view of the Organisation and working of the various Heads of the Departments.

It is hoped that the students will find this booklet useful in understanding the working of the Government machinery.

CHAPTER I.

The State.

The Constitution of India provides that India shall be a Union of States. The executive power of the State is vested in the Governor and is exercised by him either directly or through officers subordinate to him in accordance with the Constitution.

The Governor.

The Governor is appointed by the President and holds office during the pleasure of the President, for a term of 5 years but may continue to hold office until his successor enters upon his office.

Council of Ministers.

The Constitution also provides that there shall be a Council of Ministers with the Chief Minister at the head, to aid and advise the Governor in the exercise of his functions, except in so far as he is, by or under the Constitution, required to exercise his functions or any of them in his discretion.

The Chief Minister.

The Chief Minister is appointed by the Governor and the other Ministers are appointed by the Governor on the advice of the Chief Minister and holds office during the pleasure of the Governor. The Council of Ministers is collectively responsible to the Legislative Assembly.

It is the duty of the Chief Minister to Communicate to the Governor of the State all decisions of the Council of Ministers relating to the administration of the affairs of the State and proposals for legislation, to furnish such information relating to the administration of the affairs of the State and proposals for legislation as the Governor may call for and if the Governor so requires, to submit for the consideration of the Council of Ministers any matter on which a decision has been taken by a Minister but which has not been considered by the Council.

CONDUCT OF GOVERNMENT BUSINESS.

All executive actions of the State are expressed to be taken in the name of the Governor.

The Business of the Government is transacted in the Secretariat Departments in accordance with the Rules of Business made by the Governor.

ORGANISATION OF A DEPARTMENT.

The administrative set up of the Government is divided into departments amongst which the various subjects of Governmental activity are distributed according to administrative convenience. Normally a department may consist of one or more sections and a Minister is In-Charge of all of them. In certain cases, however, two or more departments are placed under the charge of a Minister.

A department is an organisational unit under the charge of a Secretary who is the administrative head of the department and is the principal adviser of the Minister on all matters of policy and administration within the department. The Secretary is not only responsible for the organisation and efficiency of the department but also for the advice given to the Minister through the whole range of his duties. He is assisted by Deputy Secretaries and Assistant Secretaries in the discharge of his duties.

When the volume of work in a department exceeds the manageable charge of a Secretary, one or more sections are established with an Additional Secretary, and he is vested with the maximum measure of independent functioning and responsibility subject to the control of the Secretary on the whole.

For the efficient and expeditious disposal of business allotted to it, each department may further be divided into sections under the charge of a Superintendent. A section under the charge of the Superintendent consists of a certain number of clerical staff e. g. Assistants, Upper and Lower Division Clerks, Typists, Dianst etc. One or more sections can be put under the charge of an Assistant Secretary. In certain matters, Assistant

and Deputy Secretaries may transact business direct with the Minister in accordance with the Standing Orders but proposals involving important policy decisions are always routed through the Secretary. Detailed instructions regarding transaction of Government Business are contained in the Rules of Business and about the procedure and day-to-day working in the Secretariat Manual. Information about the various Administrative Departments of the Secretariat and the subjects dealt with in each department is also contained in the First Schedule of the Rules of Business, Appendix 'I' of the Secretariat Manual which contains details about the subjects dealt with in each department/section is given at Annexure I.

Number of Departments—The number of departments in which the work of the Government is divided depends upon administrative convenience and, as such, is changed from time to time. At present there are the following 19 departments:—

I.	Appointments Department.	
II.	General Administration. Department.	
III.	Home	Department.
IV.	Finance	"
V.	Industries, Mines, Labour and Supplies.	"
VI.	Revenue.	"
VII.	Excise & Taxation.	"
VIII.	Agriculture.	"
IX.	Local self Government.	"
X.	Medical & Public Health.	"
XI.	Public Works.	"
XII.	Education.	"
XIII.	Law & Judicial.	"
XIV.	Planning & Development.	"
XV.	Irrigation, Colonisation & Mandies.	"
XVI.	Election.	"
XVII.	Relief & Rehabilitation.	"
XVIII.	Power.	"
XIX.	Animal Husbandry, Social Welfare & Co-operation.	"

CHAPTER III

SET UP OF THE HEADS OF DEPARTMENTS

Medical and Health Department.

The Medical and Health activities of the State were integrated in 1951 and since then both the functions are performed by this Department. The Head of this Department is designated as "Director of Medical and Health Services, Rajasthan".

2. The State has been divided into division and districts. There are 5 divisions and 23 Medical and Health districts. The divisions are under the charge of Assistant Directors of Health who look after the preventive side of the Departmental activity only. The District Officers look after the work of both Medical as well as Health. Seven districts having bigger hospitals are under the charge of Principal Medical and Health Officers, Twelve districts are under District Medical and Health Officers and the remaining four districts are under the charge of Chief Medical Officers.

3. At the headquarters of the Director Medical Health Services, the work of the department has been divided into the following sections or branches.—

- (1) Medical.
- (2) Health.
- (3) Administration.
- (4) Planning.
- (5) Maternity.
- (6) Statistics.
- (7) Family Planning.
- (8) Accounts.
- (9) Stores Purchase.

The Medical, Health and Administration branches are each under the charge of a Deputy Director. The Deputy Director in-charge of Administration is also assisted by an Administrative Officer. The Planning, Maternity, Statistics and Family Planning branches are each under the charge of an Assistant Director.

The Accounts branch is under an Accounts Officer while the Officer-in-charge of Stores Purchase branch is designated as Secretary, Stores Purchase Organisation. Besides this one Nursing Adviser who is from UNICEF is also posted at Head Quarters for two years.

4. A Medical College named Sawai Man Singh Medical College is located at Jaipur. The Principal of this College is also the Controllor of the teaching institutions located in the city. A new Medical College is also being started at Bikaner from July, 1959.

5. The other Officers dealing directly with the Director Medical and Health Services are, Supervising Officer B. C. G. Campaign, Rajasthan, Chief Public Analyst Rajasthan and Chemical Examiner, Rajasthan.

6. The Organisational set up of the Department at Head quarters is as under :—

(1) Director of Medical and Health Services.	1
(2) Deputy Directors.	3
(3) Assistant Directors.	4
(4) Administrative Officer.	1
(5) Accounts Officer.	1
(6) Secretary Stores Purchase Organisation.	1
(7) Nursing Adviser.	1

Animal Husbandry Department.

1. The department of Veterinary and Animal Husbandry was separated from the department of Agriculture from 1st March, 1957 and was named as the department of Veterinary and Animal Husbandry. On the merger of Fishery department on 3rd December, 1957, it was re named as Department of Animal Husbandry. The Head of this department is designated as "Director of Animal Husbandry".

2. The department of Animal Husbandry covers the following activities :—

- (i) Livestock Breeding.
- (ii) Treatment and control of contagious and non-contagious diseases of Livestock.

- (iii) Veterinary education and research.
- (iv) Dairy Development and Dairy Husbandry.
- (v) Poultry Farming.
- (vi) Piggery.
- (vii) Pisciculture.
- (viii) Sheep and wool Development.
- (ix) *Fodder production and conservation.*
- (x) Rehabilitation of Nomadic Breeders.
- (xi) Goushala Development.
- (xii) Gosadans.

3. The Organisational set up of the department is as follows :—

1. Director of Animal Husbandry.	1
2. Deputy Directors.	5
3. Assistant Animal Husbandry Officers.	22
4. District Animal Husbandry Officer.	1

ANNEXURE I.

I. APPOINTMENTS DEPARTMENT.

1. The State Cadre of the Indian Administrative Service and the Indian Police Service.
2. The Rajasthan Administrative Service.
3. The Rajasthan Secretariat Service and other posts in the Secretariat classified as State Service.
4. Recruitment rules for all Services.
5. Seniority and probationary rules.
6. (a) All matters in which deviation from service rules regarding Recruitment, Seniority, Probation or Promotion, is proposed for sanction of Government.
(b) Interpretation of service rules regarding Recruitment, Seniority, Probation or Promotion.
7. Secretariat matters.
8. Concurrence to re-employment and extension in service to persons who have attained the age of superannuation.
9. Civil List.
10. Public Service Commission.
11. Combined competitive examinations
12. (a) The Government Servant's Conduct Rules.
(b) The Rajasthan Civil Services (Classification, Control and Appeal Rules).
(c) Recognition of Government Servant's Association.
13. Disciplinary matters against State Services where appointing authority is Government.
14. Integration.

II. GENERAL ADMINISTRATION DEPARTMENT.

1. Council of Ministers—Meetings, proceedings etc.
2. Business of Government and rules and instructions pertaining thereto.
3. Office procedure.
4. Matters relating to services, such as, Conditions of Services, issue of general rules, circulars, and orders pertaining thereto and their interpretation and proposals for deviation from such rules excluding matters dealt with in the Appointments Department.
5. Allotment of office accommodation and administrative approval to construction.
6. Allotment of residential accommodation and administrative approval to construction.
7. Installation of electric lights and fans in Government buildings.
8. Karkhanejat including :—
 - (a) Circuit House and the Bikaner House at New Delhi.
 - (b) Palkikhana, Nagarkhana, Kapronka Kothiar, State Stables and Carriage, Lawazma, Music Staff, Sutar-khana Feelkhana, Farrashkhana, Mashalkhana, Khyalkhana, Bera Khawas Chelan and the King Edward Memorial.
 - (c) Palaces Establishment (not included in rulers' Civil List).
9. Death of High Personages.
10. Condolence messages.
11. Tours, inspections, and camp Supplies.
12. Holidays.
13. Liveries.
14. Matters relating to opening of post offices, Public Cal Offices etc. in the State—
15. Telephone connections to Government offices and officers.
16. Government Libraries.
17. Resolutions passed by non official associations etc.

18. Central Records.
19. Tourist Traffic.
20. State Festivities.
21. Constitutional matters.
22. Relations with other States and the Union.
23. Boundary disputes.
24. Political pensions.
25. Durbars.
26. Honours and Distinctions.
27. Treaties and treaty payment.
28. All matters arising out of the covenants of the Rulers of the Covenanating States, Privy Purses and Personal Properties of Rulers.
29. Cypher.
30. Any subject not mentioned elsewhere in this Schedule.
31. All matters relating the Governor, the Raj Bhawan and staff of the Governor.
32. All matters relating to Ministers.
33. All matters relating to Zonal Council.

III. HOME DEPARTMENT.

1. All matters relating to Police including railway and Village police.
2. The Rajasthan Police Service.
3. All matters relating to the Rajasthan Armed Constabulary.
4. Magistracy.
5. Public Order.
6. Regulation of Betting and Gambling, Lotteries except State lotteries, but not including taxation thereon.
7. Criminal Tribes.
8. Arms, Fire-arms, Ammunition.
9. Armouries.
10. Relations with the Central Intelligence Bureau

11. Poisons and dangerous drugs.
12. Control over motor transport, enforcement of Laws relating to motor vehicles including taxes on motor vehicles subject to the provisions of entry 35 of list III of the Seventh Schedule of the Constitution.
13. State owned motor transport.
14. Theatres, dramatic performances, cinemas, exhibition of cinematograph-films, but not including taxes on luxuries, entertainments, amusements, betting and gambling (see entry 7 under Excise & Taxation Department).
15. Control over explosives and explosive substances.
16. Prisons, Borstal institutions, Reformatories and certified schools, Juvenile offenders.
17. Proscription of books and periodicals.
18. Preventive Detention.
19. Protection of children, prevention of cruelty to animals
20. Removal from Rajasthan to other States and vice versa of prisoners, accused persons and subjected to preventive detention.
21. Prisoners Aid Societies.
22. Petrol Rationing.
23. Serving of Civil and Criminal Processes of other States.
24. Lunacy; criminal lunatics.
25. Government aircraft and crew.
26. Vagrancy.
27. House Rent Control.
28. Treasure Trove.
29. Petroleum and other dangerously inflammable substances.
30. Burials and burial grounds, cremation and cremation grounds outside municipal and town areas.
31. Matters relating to opening of railway lines etc.
32. Distribution of official books and publications.
33. The official Gazette.
34. Stationery & Printing; Government Presses.

35. Publicity and Information.
36. News Agencies.
37. Newspaper and books including:—
 - (a) Scrutiny of all newspapers and periodicals and also of newspapers published outside the State.
 - (b) Registration and cataloguing of all State un-official publications.
 - (c) All matters connected with concessions and privileges to the Press.
38. Government advertisements.
39. Control of newspapers, Books and Printing Press; enforcement of Press Laws, Copyright.
40. Pilgrimages other than pilgrimages outside India.
41. Relations with the Defence Service of India.
42. Passport and Visas.
43. Domicile, naturalization and citizenship.
44. Pilgrimages outside India
45. Immigration into India, emigration and expulsion outside India, Influx from Pakistan, Permits to visit Kashmir.
46. Cantonments.
47. Censorship.
48. Border incidents and Pakistan complaints.
49. Security matters.
50. Verification of character.
51. Defence of border and security of the State.
52. Foreigners.
53. Transport (Goods & Passengers).
54. Emergency Relief Organisation-only Defence Scheme.

IV FINANCE DEPARTMENT.

1. Consolidated fund of the State.
2. Contingency Fund of the State.
3. Public Account of the State.
4. Public Debt of the State.

5. All matters relating to the form and content of the annual financial statement, supplementary, additional or excess demands and budget procedure.
6. Re-appropriation.
7. Currency, coinage and legal tender.
8. Famine Relief Funds.
9. Ways and means arrangement.
10. Resources.
11. Financial procedure and all matters relating to the maintenance of accounts including commercial accounts.
12. Rules regulating Provident Funds.
13. Rules regulating advances for conveyance, house buildings, and other miscellaneous advances and grant of such advances.
14. Commutation of pensions.
15. Pension Rules.
16. Rajasthan Service Rules, rules affecting pay, allowances and pensions.
17. Management and control of Government Treasuries.
18. State Banks and matters relating to Banking and Stock Exchange, holidays under the Negotiable Instrument Act.
19. Compassionate Funds.
20. Government Insurance.
21. Local Fund Audit & Audit of Receipt and Accounts of store and stock.
22. Loans and advances to Local Bodies.
23. Rules regarding the control of expenditure.
24. Examination of proposals for the imposition, increase reduction or abolition of taxes, duties, cesses or fees.
25. Jubilee and Memorial Fund.
26. Delegation of Powers under the General Financial and Accounts Rules, Rajasthan Service Rules and the Budget Manual.

27. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the *Appointments and General Administration Department*.

V. INDUSTRIES MINES LABOUR & SUPPLIES DEPARTMENT.

1. Trade and commerce within the State; Production, supply and distribution of goods and products of industries.
2. Industries, including rural industries, cooperative and cottage industries, industrial planning and development.
3. Geological Survey.
4. Industrial Research.
5. Inventions, designs, trade-mark and merchandise marks.
6. Joint Stock Companies.
7. Unincorporated trading literary, scientific, religious and other societies and associations.
8. Boilers.
9. Factories; issue of permits for establishment.
10. Stores Purchase.
11. Regulation of mines and oil fields and mineral development including quarries and mineral rights.
12. Royalties on mineral rights.
13. Control over bones bonemeal, manural mixtures and superphosphates prepared from bones and bone-meal.
14. Salt manufacture.
15. Weights and measures.
16. Industrial treatment and marketing of wool.
17. Control of Food-grains, Prices and market intelligence, procurement, shortage and transport, distribution including rationing.
18. Control of sugar and Gur.
19. Control of oilseeds, oils and oil cakes
20. Transport of commodities controlled by the Department including grant of priority certificates.

21. Welfare of labour including conditions of work, provident funds employer's liability, workmen's compensation, invalidity and old age pensions and maternity benefits; regulation of labour and safety in mines.
22. Vocational and technical training of labour.
23. Social security and social insurance, employment and un-employment, including industrial un-employment.
24. Trade Unions; industrial disputes.
25. Employment Exchanges and Resettlement.
26. Payment of wages.
27. Conditions of service etc. in shops and Commercial establishments.
28. Jurisdiction and powers of industrial labour courts ,
29. Employment of women and children.
30. Employee's State Insurance.
31. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

VI. REVENUE DEPARTMENT

1. Lands; rights in or over land; tenures; relation of land lords and tenants; collection of rents.
2. Transfer, alienation and devaluation of agricultural land
3. Land improvement and agricultural loans.
4. Jagirs.
5. Purejat (landed estates).
6. Pattas.
7. Daftar Mir Munshi.
8. Lawaldi.
9. Court of Wards.
10. Encumbered and attached estates.
11. Village officers and servants.
12. Land revenue; assessment and collection of revenue,

suspension, remission; refund; alienation and revenue records; survey and settlement; records of rights.

13. Acquisition or requisitioning of land; principles on which acquisition for property acquired or requisitioned for purposes of the State or for any other public purposes is to be determined, and the form and manner in which compensation is to be paid.
14. Agricultural loans.
15. Famine relief; scarcity relief, relief of agricultural indebtedness.
16. Recovery of claims in respect of taxes and other public demands arising outside the State.
17. Board of Revenue.
18. Collection of local cesses and other sums recoverable as land revenue.
19. Private forests not under the management of the Forest Department.
20. Floods.
21. Relief on account of floods, earth-quakes, etc.
22. Procedure in revenue courts.
23. Jurisdiction and powers of revenue officers including the Board of Revenue.
24. Money lending and money lenders, including the Board of Revenue.
25. Territorial changes within the State boundaries of districts, sub-divisions, tehsils etc.
26. Land Records and survey Manuals, Land Records Department.
27. Crop Forecasts.
28. Meteorology.
29. Crop and weather reports.
30. Nazul land assessment, settlement and disposal.
31. Trigonometrical Survey stations.
32. Census.
33. District Gazetteers.

34. Forts.
35. Dharmarth (Devasthan).
36. Hides and skins of Agricultural cattle found outside the Forest areas.
37. State Forests, including afforestation, deforestation, forest rates and grazing.
38. Zoological Gardens.
39. Fuel and fodder reserves, grass farms.
40. Shikar Khana.
41. Rewards for the destruction of wild animals.
42. Protection of wild birds and wild animals.
43. Hides and skins of wild animals and Agricultural cattle found in Reserve Forests.
44. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

VII. EXCISE AND TAXATION DEPARTMENT.

1. Intoxicating liquors and narcotic drugs, opium, dangerous drugs including production, manufacture, possession, transport, purchase and sale thereof.
2. Duties of excise on the following goods manufactured or produced in the State and countervailing duties at the same or lower rates on similar goods manufactured or produced elsewhere in India :—
 - (a) alcoholic liquors for human consumption.
 - (b) opium, Indian hemp and other narcotic drugs and narcotics; but not including medicinal and toilet preparations containing alcohol or any substance including in sub-paragraph (b) of this entry.
3. Import and export across State frontiers.
4. Judicial and non-Judicial stamps and rates of stamps duty including printing of stamps.
5. Taxes on :—
 - (a) building, hearths and windows;

- (b) professions, trades, callings and employments.
 - (c) animals and boats;
 - (d) sale and purchase of goods other than a newspaper.
 - (e) advertisements other than advertisements published in newspapers;
 - (f) goods and passengers carried by road or inland waterways.
- 6. Capitation taxes.
 - 7. Taxes on luxuries, including taxes on entertainments, amusements, betting and gambling. .
 - 8. Rates of stamps duty in respect of documents other than those specified in the provisions of List I of the Constitution with regard to rates of stamps duty.
 - 9. Registration of deeds and documents.
 - 10. Sales Tax.
 - 11. Agricultural Income Tax.
 - 12. Stamps.
 - 13. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

VIII. AGRICULTURE DEPARTMENT.

- 1. Agriculture, including agricultural education and research, protection against wild pests and prevention of plant diseases; agricultural colonisation.
- 2. Marketing of agricultural produce.
- 3. Apiculture.
- 4. Sericulture.
- 5. Prevention of the extension from one Unit to another of infectious diseases affecting plants.
- 6. Markets.
- 7. Fisheries.
- 8. Control over
 - (a) Vegetables including potatoes.
 - (b) Meat.

- (c) Beef.
- (d) Eggs.
- (e) Fruits.
- (f) Ghee.
- 9. Soil erosion.
- 10. Grow More Food and Vegetable Campaign.
- 11. Supply of iron and steel for agricultural implements.
- 12. Botanical survey.
- 13. Land improvement.
- 14. Sheep and Wool other than matters relating Industrial treatment and marketing of wool.
- 15. All establishment matters relating to the Officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

IX LOCAL SELF GOVERNMENT DEPARTMENT

- 1. Local Self Government, that is to say, the constitution and powers of Municipal Corporations, Improvement Trusts, District Boards, mining settlement authorities and other local authorities for the purpose of Local self Government or village administration. All matters relating to local bodies not specifically assigned to any other department. Town and rural planning.
- 2. Taxes on the entry of goods into a local area for consumption, use or sale therein, tolls.
- 3. Taxes imposed by local bodies.
- 4. Pounds and the prevention of cattle trespass.
- 5. Burials and burial grounds in municipal and town areas.
- 6. Markets under the management of municipalities and other local bodies including village panchayats and fairs.
- 7. Town markets, slaughter houses and regional planning schemes.
- 8. Village water supply other than for irrigation and drainage schemes.

9. Inns and inn keepers
10. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

X MEDICAL AND PUBLIC HEALTH DEPARTMENT.

1. Hospital and dispensaries including epidemic and travelling dispensaries.
2. Ayurvedic and Unani dispensaries.
3. Mental dispensaries including places for the reception or treatment of lunatics and mentally deficient.
4. Medical profession.
5. Medical education.
6. Public Health Administration including :—
 - (a) Sanitary Law and regulations.
 - (b) Appointment, qualifications and duties of health officials and welfare workers.
 - (c) Public Health Laboratories.
7. Medical inspection of educational institutions.
8. Public Health sanitations.
9.
 - (a) Purity of food.
 - (b) Adulteration of food stuff and other goods.
 - (c) Purity of milk and dairy products.
10. Vital statistic including registration of births and deaths.
11. Welfare work and Social hygiene.
12. Red Cross and St. Johns Ambulance Association.
13. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

XI. PUBLIC WORKS DEPARTMENT.

1. Works, land and building vested in or in the possession of the State; including State building, roads, bridges and ferries managed by the Public Works Department

and inland waterways and traffic thereon subject to the provisions of List I and List III of the Constitution with regard to such waterways.

2. Water Supply.
3. Government gardens.
4. Provision of accommodation for public purposes.
5. Architectural designing.
6. Residual work relating to Posts and Telegraphs, Telephones and Railways after the Federal Financial Integration.
7. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

XII. EDUCATION DEPARTMENT.

1. Education including Universities subject to the provisions of entries 63, 64, 65 and 66 of List I and entry 25 of List III of the Seventh Schedule of the Constitution.
2. Adult Education.
3. Libraries Museums and other similar institutions controlled or financed by the State, ancient and historical monuments and records other than those declared by Parliament by law to be of national importance,
4. Vocational and technical training.
5. Military Education.
6. Archaeology.
7. Schools of Arts and Crafts.
8. Observatory (other than Meteorological Observations).
9. Pothikhans.
10. Rajasthan University.
11. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and finance Departments.

XIII. LAW & JUDICIAL DEPARTMENT.

1. Administration of justice; constitution and organisation of courts; fees taken in the courts;
2. Petitions for (a) mercy from sentence of death,
(b) remission from other sentences.
3. Criminal Law and Procedure.
4. Civil Law and Procedure.
5. Evidence and oaths, recognition of Laws, public acts and records and judicial proceedings.
6. Administrator General and Official Trustee.
7. State Law reports.
8. Marriage and divorce, infants and minors, adoption; wills intestacy and succession, joint family and partition; all matters in which parties in judicial proceedings were immediately before the commencement of the Constitution subject to their personal law.
9. Trusts and Trustees.
10. Actionable wrongs, save in so far as included in laws with respect to matters allotted to other Departments.
11. Transfer of property other than agricultural lands.
12. Chemical analysis in connection with criminal cases.
13. Contracts, including partnership, agency, contracts relating to agriculture.
14. Arbitration.
15. Bankruptcy and insolvency.
16. Inquests.
17. Contempt of Court.
18. Salaries and ancillary matters pertaining to the Chief Justice and Judges of the High Court of Judicature of Rajasthan.
19. Government litigation.
20. Advocate General.
21. Government Pleaders and Public Prosecutors.
22. Legal Profession, Legal Practitioners Act, the Bar Council Act

23. Appeals against acquittal and applications for revision.
24. Official Receivers.
25. Probate and letter of administration
26. Conveyancing.
27. Bills introduced in the State Legislature.
28. Bills recommended to the Government of India for introduction in the Central Legislature.
29. Sanctions under Section 93 of the Code of Civil Procedure
30. Drafting of Bills.
31. Drafting and checking of rules, by laws and notifications.
32. The State Legislature.
33. Maintenance upto-date of all Acts, Rules and Regulations and Ordinances, including statutory rules and orders made thereunder.
34. Corrections to date of all departmental copies of laws and statutes.
35. Compilation and publication of codes consisting of all unrepealed laws and rules and regulations etc. A correct up-to-date text of all Rajasthan statutes and statutory instruments, indexing, expurgating and re-arranging of both the principal and subordinate laws.
36. Publication in the Gazette of State Acts and Ordinances, re-publication in the Gazette of all Central Laws.
37. Advice and opinion on all references for legal opinion from various Departments.
38. Suits against the Government.
39. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

XIV. PLANNING AND DEVELOPMENT DEPARTMENT

1. Community Projects
2. Other Development projects and Co-ordination of all Development activities.

3. Planning.
4. Statistics.
5. Housing Schemes such as Industrial Housing, Low Income Group Housing etc excluding those under General Administration Department.
6. All establishment matters relating to the officers and staff under the Administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments

XV. IRRIGATION, COLONISATION & MANDIES DEPARTMENT.

1. Irrigation.
2. Colonisation.
3. Mandies.
4. Betterment of levy.
5. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

XVI. ELECTION DEPARTMENT.

- 1 Election to the Rajasthan State Legislative Assembly, and to the Central Legislature.
2. All arrangements necessary for the holding of elections.
3. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

XVII RELIEF AND REHABILITATION DEPARTMENT (TEMPORARY)

1. Relief and rehabilitation of persons displaced from their original place of residence by reason of the setting up of the Dominions of India and Pakistan.
2. Custody management and disposal of property, including agricultural land) declared by law to be evacuee property.

3. Rehabilitation schemes.
4. Refugee Committees.
5. All establishment matters relating to the officers and staff under the administrative control of the Department except matters allotted to the Appointments, General Administration and Finance Departments.

XVIII-POWER DEPARTMENT.

1. Water power subject to the provisions of entry 56 of List I of the Constitution.
2. Electricity including Hydro-electric schemes.
3. Engineering research.
4. All establishment matters relating to the officers and staff under the Administrative control of the Department except matters allotted to the Appointments, General Administration & Finance Departments

XIX. ANIMAL HUSBANDRY SOCIAL WELFARE AND CO-OPERATIVE DEPARTMENT.

1. Preservation protection and improvement of Stocks and prevention of Animal diseases.
 2. Veterinary Training and practice.
 3. Dairies.
 4. Prevention of the extension from one unit to another of infectious disease effecting animals.
 5. Social services including matters relating to tribes, tribal areas and back-ward classes.
 6. Cooperatives Societies.
 7. Rural Reconstruction.
 8. All establishment matters relating to the officers and staff under the Administrative control of the Department, except matters allotted to the Appointments, General Administration and Finance Departments.
-

C

THE LOCAL SELF-GOVERNMENT IN INDIA AND RAJASTHAN.

I—MEANING.

Bodies; constituted under the provisions of law, and vested with powers to manage the affairs of local common interest, are termed as self-governing bodies of that area. Local self Government, thus, may be defined as the Government of a local area of the people, by the people and for the people of the area to administer the affairs of local common interest of the people of that local area. According to G. Mentagu Harris "government by local bodies, freely elected, which, while subject to the supremacy of the national government, are endowed in some respects with power, discretion and responsibility, which they can exercise without control over their decisions by the higher authority, the extent of power, discretion and responsibility which the local bodies possess is a matter of degree, which varies considerably in the various countries".

II—IMPORTANCE

Local Self-Government is the concern of every one whether he lives in a village or a town. (1) It affects every citizen in all sorts of ways. The chief concern of Local Self Government is with what may be called the domestic work of a civilised community. Local Self governing institutions being responsible for the social well being of the community play a very important role in the life of the citizens. (2) They stand to cater for the civic needs of the people. They are responsible for keeping the place tidy and fit to live in, to see that the houses are built properly. (3) They provide parks gardens, museums, zoos and swimming tanks for the recreation of the young and the old, to educate the children, to tend the sick, to care for the poor and the aged, to provide for roads, light, water, transport facilities and above all unadulterated milk, ghee etc. What a large vista of extremely useful services open before them at all times Further, it is the self governing institutions that arouse the interest of the citizens in their local affairs and serve as schools for civic

education and for learning the art of Self-Government. They are in fact the pivot of national life. One can then imagine the high standard of efficiency that these institutions must attain to prove their existence.

2 With the advent of independence, the importance of local self-government in India has increased. Local Bodies are the real nurseries of Democracy and they have a vital role to play in building up the Welfare State. In the democratic set up of modern India the part which local bodies have to play has come to be realised by all those interested in India's future and its prosperity.

III—BRIEF HISTORY OF DEVELOPMENT OF LOCAL SELF GOVERNMENT.

(a) DURING THE BRITISH TIME :

For the sake of study of the various stages of development the history of Local Self-Government during the British time may be divided into three periods :—

- (1) Upto 1882.
- (2) 1882-1918.
- (3) 1918-1947.

2. The land marks of each period are discussed below:—

(i) First period upto 1882:—

- (1) Regulation XVI of 1814 provided for establishing ward committees in large cities, consisting of house-holders collecting a tax levied on houses and lands to pay chaukidars.
- (ii) Act XVI of 1837 made it legal to apply savings from the Choukidar tax to town improvement.
- (iii) The first Municipal Act was passed in 1842, which applied to Bengal only and could be enforced in any town but only if 2/3 of the inhabitants demanded it. A rate of 5% of the Annual Letting Value of houses and lands was levied. People, however, were not eager for the benefits of this act.

- (iv) Act XXVI of 1850 applicable to whole of India. This Act provided for creating of municipalities on petition being made to Government. This Act was also permissive in nature but was more workable.
- (v) The Royal Army Sanitation Commission 1863 was appointed to report on the condition of the health of army in India. It found that the Sanitary conditions in most of the towns in India required improvement so that the health of the troops stationed there may not be adversely affected. It pointed out the urged need of making satisfactory arrangements for the sanitation of the Town. In the six years following the publication of this Report, a series of Acts were passed providing for a wider extension of Municipal administration
- (vi) Lord Mayo's (Governor General) Resolution 1870 aimed at developing self-government, strengthening municipal administration and enlisting greater association of Indians and Europeans in the administration of local affairs.

(2) Second period from 1882 to 1918—

In 1882, Lord Ripons, the then Governor General issued a resolution which laid down the following principles for local bodies:—

- (i) Local bodies were to consist of a majority of elected non-official members and to have a non official Chairman.
- (ii) Government control over local bodies was to be exercised from without rather than from within e. g. previous sanction of Government was required in matters of taxation, loans etc.
- (iii) It provided elastic and sufficient financial resources.
- (iv) The local services were placed under the control of the local authorities but it was laid down that in case

of gross persistent default the local body could be suspended by the Government.

2 This celebrated Resolution was the Magna Charta of Local Self Government in India and paved the way for development of Local Self-Government especially in urban areas.

3. In 1907-08 a Royal Commission was appointed. It recommended that:—

- (i) The village should be the basic unit of local democracy;
- (ii) There should be Panchayat for every village;
- (iii) Towns should continue to have municipalities;
- (iv) The Municipalities and other local bodies should be given substantial elected majority;
- (v) Municipalities should have full discretion to determine their own taxes and frame their own budget;
- (vi) The Government should supplement municipal finances by grant-in-aid for big projects;
- (vii) Outside control be limited to advice and to encouragement rather than dictation or forbidding;
- (viii) A full time nominated official be entrusted and with executive functions in large cities;
- (ix) The local bodies should have full power of control over servants.

(3) Third period from 1918 upto the end of British Rule—

1. **The Montague-Chelmsford Report**—On Indian constitutional reforms, suggested the following formula to mark Local Self Government really representative and responsible:—

"There should be, as far as possible, complete popular control in Local Bodies and the largest possible independence for them of outside control".

It laid down the principle that Local Self Government should be the sphere where the first steps towards responsible government should be taken. It fully accepted the recommendations of the Decentralisation Commission.

2. **The Government of India's Resolution 1918**—In this resolution dated 16th May, 1918 the Government of India again reviewed the question. It envisaged that in order to give effect to the new policy, Local Bodies should be as representatives as possible of the people whose affairs they were called to administer. Their authority should be real, not nominal, and should not be subject to unnecessary control. They should learn by experience; they should benefit by mistakes.
3. **Government of India Act-1919**—With the passing of this Act Local Self Government became one of the provincial transferred subjects under the charge of a Minister. New legislation was undertaken in all the provinces. The main features of those laws were:—
 - (a) Local bodies became almost wholly elective.
 - (b) Franchise was extended.
 - (c) Only non-official could be the Chairman.
 - (d) Greater power and independence was given to Local Bodies.
 - (e) Separate representation was given to minorities in some provinces.
 - (f) Village Panchayats were established.
4. **Government of India Act 1935**—With the passing of this Act, Local Self Government both in urban and rural spheres received impetus. Successive enactments were passed during this period progressively eliminating the official and nominated element and widening the franchise and thus making local bodies more and more representative in character.

(b) AFTER INDEPENDENCE—

1. The advent of Independence in 1947 proved as the biggest landmark in the development of Local Self Government. For the first time, we became politically free to create an efficient system of Local Self Government for the common weal. Attention was focussed on revitalising and resuscitating the village panchayats the tiny units of village democracy with a view to achieving an all round improvement in the rural conditions in the country. In keeping with the directive principle of the Constitution to make villages autonomous, the policy of endowing the Panchayats, "with such powers and authority as may be necessary to enable them to function as units of Self-Government" was constantly followed by State Governments with the result that nearly 90,000 village panchayats are functioning in the country to day—a bold experiment indeed, in the realm of Local Self Government.

2. In the Municipal domain almost all provinces hastened to bring their Acts upto date. The number of municipalities in the country has also increased during the past ten years. Their present number being about 2000. In addition, there are Small Town Committees and Notified Areas Committees numbering about 400. There are, also, more than a dozen Corporations in the country.

IV—RAJASTHAN—

Prior to the formation of Rajasthan, municipalities in the various convenanting States were governed by different Acts. In some cases, they were mere departments of the Governments.

2. Uniform Legislation for the administration of the municipalities known as Rajasthan Town Municipalities Act 1951, was promulgated on 22nd December, 1951. With this Act coming into force, all town municipalities in Rajasthan were brought in its purview, except the five city municipalities viz., Jaipur, Jodhpur, Bikaner, Udaipur and Alwar, which were left to be governed by their respective State Acts. After the reorganisation of the State in 1956, six municipalities viz., Ajmer, Beawar, Kekn, Pushkar, Vijainagar and Deoli of Ajmer District, two Municipalities Mount Abu and Abu Road of Bombay and Sunel of Madhya Pradesh were further added. These Municipalities are still being governed by their respective Acts.

3. To bring all the municipalities of Rajasthan under a common legislation, Rajasthan Municipalities Act 1959 has been passed by the Legislative Assembly and come into force with effect from 17th October, 1959.

4. At present there are 158 Municipalities, 3200 Panchayats and 11 Districts Boards in Rajasthan. After the promulgation of Panchayat Samities and Zila Parishad Act with the democratic decentralisation, the District Boards will be replaced by the Panchayat Samities and Zila Parishads.

V-CONSTITUTIONS.

The Constitutions of Municipal and District Boards in all the States have a common pattern. They consist of varying numbers of members—mostly elected. Representation of minorities has been provided by reservation or by nomination. The term of local bodies varies from 3 to 5 years. In Rajasthan, the term of Municipal Boards is 3 years from the date of taking oath by the members.

2. Constitution of the Panchayats, however, varies very widely from State to State and is governed by their respective acts.

3. For Municipalities, adult suffrage or something very near it has been adopted in almost all States.

4. The method of election used in local bodies is generally the ordinary majority vote system i.e. of the several candidates standing, he who secures the largest number of votes cast, is declared elected.

VI—MUNICIPAL FUNCTIONS.

Following the English Practice the powers and functions of local bodies in India have been determined by the method of specific grant. They possess only those powers that are specifically given to them under some law. Some of these are (1) obligatory and must be exercised while others are (2) optional and may or may not be exercised according to convenience.

2. The principal obligatory functions of an Indian Municipality are :—

- (i) Construction and maintenance of roads;
- (ii) Cleaning watering and lighting of roads;
- (iii) Abatement of public nuisances;
- (iv) Regulation of dangerous and offensive trade;
- (v) Water supply;
- (vi) Drainage;
- (vii) Maintenance of hospitals and dispensaries;
- (viii) Vaccination;
- (ix) Construction and maintenance of public markets;
- (x) Slaughter Houses;
- (xi) Arboriculture;
- (xii) Education, specially primary;
- (xiii) Fire protection etc. etc.

3. Their permissive functions relate to laying out of new public streets, reclamation of unhealthy localities; acquisition of land; construction and maintenance of public parks, gardens libraries; museums; lunatic asylums; dairies; baths; washing places and similar other works of public utility; census and surveys giving relief in case of local calamities; electricity and transport undertakings; holding of fairs and exhibitions etc.

VII—STATE CONTROL.

The forms of control over local bodies are many and varied—

- (1) **Legislative.** The constitution and functions of local bodies are defined by State Acts, and detailed application of the Acts is regulated by rules made by the Government. These rules to a certain extent amplify

or restrict the scope of local powers as granted by the legislature. They regulate such important matters as number of members of a particular local body, preparation of electoral rolls, conduct of elections, assessment and collection of taxes.

- (2) **Financial.** The sanction of the State Government is necessary for the Board's proposals of taxation, raising of loans, and, in many cases, for their budgets.
- (3) **Administrative.** The Government have the right of obtaining information, of inspecting, of sanctioning regulations bye-laws and numerous other kinds of the Board's decisions, of acting in case of default and of controlling the Board's establishments in various other ways.
- (4) **Judicial.** The Government decides controversies between two or more local bodies, and conflicts of jurisdiction between the Board and its Committees and Officers. The Government hears appeals from their employees and against the order of disqualification or removal of members and chairman.
- (5) **Audit** of the accounts of the Boards is done by a State agency. It has the power to disallow irregular expenditure, and to recover from Members loss caused to the Board.
- (6) Finally the courts have the power to interpret the local laws and declare *ultravires* local acts in excess of legal powers, unless the jurisdiction of the courts has been specially barred in a particular sphere or class of matters.

VIII—LOCAL EXECUTIVE.

Though in common practice the Chairman or President is called the executive head, in reality the highest executive power is not concentrated in his hands. In fact, at present our Boards do not really have an integrated executive at all.

2. In one sense, however, the Chairman is the nearest approach to the Board's executive head. He is charged with the duty of general supervision over the Board's administration and every item of executive power, which is not vested in any authority, belongs to him.

3. Apart from the dis-integration of executive power among a number of separate agencies, the principal defect of the Board's executive is the instability of the Chairman's office. He is removable by a vote of no-confidence. The frequent and often irresponsible use of this power by the members has rendered his position very unstable.

IX—SERVICE CONDITION.

However, efficiently the controlling and directing machinery of the Boards be organised, it will fail to produce satisfactory results unless it has at its disposal a properly organised body of permanent officials to carry out its orders.

2. Experience has revealed three principal criteria of satisfactory organisation of permanent service—recruitment by merit, security of tenure and political neutrality.

3. Merit should be the sole criterion for recruitment to services, and the extent to which political or personal considerations can be subordinated to consideration of merit, to that extent the candidates will be of the right calibre.

4. Similar is the case of security of tenure. The employees should not be at the mercy of the elected members, but their conditions of service should be governed by a well defined set of rules.

5. There should also be adequate provision for promotion. Under the new Municipal Act, provision has been made for provincialisation of higher municipal services.

X—LOCAL FINANCE

The taxes levied by Municipal Authorities in India are classified under 4 heads:—

- (1) Property—Taxes on houses, sites, fire, water and sea-venging taxes.

- (2) **Person**—Circumstance and profession, Trade and calling, pilgrimage.
- (3) **Trade**—Octroi duties, terminal taxes and Toll.
- (4) **Fees & Licences**—Such as playing of vehicles, use of slaughter houses, carrying on offensive and dangerous trades, display of sign Boards and advertisements.

2. The taxes which a municipality in Rajasthan can impose have been enumerated under Section 59 of the Rajasthan Town Municipalities Act 1951. This may be supplemented by—

- (1) Government grants
- (2) Loans.

XI—CAUSES OF INADEQUATE FINANCES.

The financial position of the municipalities is far from satisfactory. The most important cause of the low income of Indian Local Bodies is undoubtedly the general poverty of the country. Till the wealth and income of the Indian people increase as a result of economic and industrial development of the country, her taxable capacity is bound to remain low.

2. A second cause responsible for the poverty of Indian local bodies has been the ill-distribution of resources, as between them and the higher authorities.

3. Thirdly, we must take into account also the un-willingness of the local authorities to impose taxes even upto the limit that is feasible.

4. Finally, we must take into account the comparatively undeveloped character of *trading services and enterprises* under Local Bodies. These enterprises in other countries swell both the revenues and disbursements of local bodies.

5. One of the greatest obstacle in the development of local enterprises and services in India has been lack of facilities for borrowing.

6. Government grants in India have generally been determined in the past on the basis of the expenditure of the local bodies

7. The problem of improvement of local finances has been studied and reported by a large number of commissions and committees from time to time. The latest Indian Taxation Enquiry commission has recommended the following to improve the finances of the municipalities:—

- (i) There is a feeling among local bodies that, because all the relevant taxes are in the State list no 'local' tax is safe from a parallel tax. It is, therefore, both desirable and necessary that certain taxes should in effect be reserved for being utilised solely by or for local bodies.
- (ii) Following taxes have been recommended for exclusive utilisation by or for local bodies:—
 - (a) Taxes on lands and buildings.
 - (b) Taxes on the entry of goods into the area of local authority for consumption, use or sale therein, popularly known as octroi.
 - (c) Taxes on vehicles other than mechanically propelled.
 - (d) Taxes on animals and boats.
 - (e) Taxes on professions, trades, callings etc.
 - (f) Taxes on advertisements other than advertisement published in newspapers.

In addition to above six taxes, two other taxes viz., Entertainment Tax and duty on transfer of property should also be levied by local bodies.

- (iii) Normally grant-in-aid should be preferred to assignments of shares of taxes as a method of financing local bodies. The proceeds from motor vehicle tax and land revenue should, however, be shared.

- (iv) Every encouragement should be given to municipalities to develop and expand their non-tax revenue sources-these need not be limited to the more orthodox items such as license fees etc , but should extend to public utilities.
-

D

A NOTE ON DEMOCRATIC DECENTRALISATION

Introduction.

Democratic Decentralisation attempts to bridge the gap between the administrators and the administered. It attempts to bring Government at the door steps of the common man. The strength of the nation is derived not from the authority enforced from the top but from the solidarity of small self-governing communities at the bottom.

The Constitution of India enjoins that "The State shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of Self-Government". Our Planners, therefore, want that the village Panchayats should take over all aspects of the general administration and development of the area (except law and order, administration justice etc.). But it was the Balwant Rai mehta Committee Report that focussed attention and provoked thoughts on the question of democratic decentralisation. According to this Report, "A democratic Government operating over large areas through its executive machinery can not adequately appreciate local needs and circumstances. It is, therefore, necessary that there should be a devolution of power and a decentralisation of machinery and that such power be exercised and such machinery controlled and directed by popular representatives of local area".

Historical Retrospect.

Decentralised pattern of administration is not new to this country. Manu refers to a general assembly of freemen meeting every year to elect the Village Council. The Council of five or the Panchayat administered the affairs of the village. Even under the highly centralised rule of Maurya and Gupta Kings, these village Councils enjoyed the right to administer their own affairs. By 400 AD Panchayat, had flowered into full growth. Under repeated foreign invasions, the villages, in spite of oppression, exactions and occasional constanting raids, continued to lead their own life, and, when order and security were brought about during

the times of Akbar, the right of the people to manage their local affairs was clearly recognised. In fact, during the dis integration that followed the fall of the Moghuls, the village communities alone formed the stable element in the country.

The British adopted and improved upon the existing administrative institutions to suit their needs. The result, inevitably, was ever-centralisation; stifling of democratic institutions like Panchayats, impoverishment of rural economy and creation of a gulf between the people and the administrators.

They still favoured the revival of the local institutions, to promote the permanent interests of their rule here, and in Bombay we could trace, probably the beginnings of modern local self-government. District and Taluka Committees, consisting of officials were set up in 1869 to collect local fund cess, and to consider local problems. In 1870 Lord Ripon pleaded that "as education advanced there was rapidly growing up an intellectual class of public spirited men, whom, it was not only bad policy, but sheer waste to not to utilise"

Once again, in 1885, the Government declared its keenness to develop a plan upon which, responsibility in "several spheres of local administration could be transferred to the charge of persons who by their position, influence and public spirit may be found best qualified to undertake the administration of local interests and institutions". These hopes were not realized and the Boards were managed almost entirely by the official agency and this continued up to the second decade of the present century.

A Royal Commission on Decentralization was appointed in 1908 and it submitted its report to the Government in 1909. It suggested the revival of village panchayat, through elected bodies, for a group of villages. It also recommended Taluka and District Boards along with Panchayat with independent powers of taxation.

In 1919, the Government of India Act was passed, with local self-government as one of the provincial transferred subjects. By 1920, many provinces framed their village Panchayat Acts. Though a large number of village Panchayats came into being as local self-government institutions, they did not make much pro-

gress. Our new Constitution has given to village Panchayat its due importance, by including it amongst the Directive Principles of State Policy.

Gandhiji had defined democracy as "the art and science of mobilizing the entire physical, economic and spiritual resources of all the various sections of the people in the service of the common good of all". It would be a negation of democracy, he said, if the Government did every thing for the people and the people did nothing or if the Government prevented them from doing anything they wanted to do. A Government worth the name had to show the nation "how to face the handicaps of life through their collective effort, instead of its being effortlessly helped to live any how." It is thus evident that Gandhiji was opposed to the idea of that kind of well are State, which generates a sense of complacency and lack of initiative in the people, by their relying upon the State to do everything for them. His idea was that the people must put up a concerted effort to improve their lot. They should have a sense of participation, self-discipline, right and responsibility to work for the common good.

Democratic Decentralisation and Local Self Government.

It is necessary to distinguish between the local self-government and decentralisation. Local self-government is a necessity arising out of the principle that since local people are the best judges of local requirements, the handling of local affairs must be left with themselves. It is a Functional idea arising out of the very nature of local community life. Decentralisation, on the other hand, can be visualised as a reaction against centralisation. The idea is to entrust local communities with more power and responsibility. It is essentially a devolution of authority. However, Democratic Decentralisation makes the powers of the locally self-governing units more and real and with substance.

REPOSITORIES OF POWER TO WIELD POWER.

In a democracy, where there is full adult franchise, the repositories of power are the people. Democratic decentralisation results in the people being given responsibility, which goes with the power. The desire for change and betterment is universal and the whole scheme of democratic decentralisation rests on

making those who desire change work for it, being given complete responsibility for it. Help would be available from Governmental agencies, wherever and whenever necessary.

The urge to do something is there in everyone. If that something is new, purposeful and useful the satisfaction achieved is greater. Again, if that something is achieved primarily by ones own effort, the resulting satisfaction is the greatest.

Democratic Decentralisation is a means towards the creation of those conditions, which relate to leadership and organisation. Only he could become a leader who possesses ability to organise and enjoys the confidence of the people.

The idea of community endeavour is ingrained in Indian thought. Ancient Indian sages had affirmed that the interests of the individual must be subordinated to the interests of the village communities, those of the village to the interests of the region, those of the region must take second place before the interests of the nation and those of the nation must be sacrificed, if they conflict with the interests of world.

OBJECTIVES OF THE PROGRAMME.

The first and the most important objective of this programme or scheme is to develop among the people a sense of belonging to one community, this is to be realised by making them work for common good.

The second objective is to make the village community self-sufficient. It is difficult to conceive of self sufficiency for any community where it can lead a life of absolute economic independence i.e. without any economic relationship with the world outside it. Such an isolated condition of existence in the world of to day is impossible to think of. What is meant by self-sufficiency is making village communities self-sufficient in regard to the basic needs of life, like food, clothing, houses etc. This would mean raising the production capacity to its maximum and giving fullest employment to all those capable of working. If for example, cotton can not be produced in a village, cotton may be got from outside, but the rest of the process right up to the

preparation of clothing should be gone through in the village so that more people have work. This will be in keeping with the concept of self-sufficiency. This is about economic self-sufficiency. Besides this there are two other important aspects of village self-sufficiency to be strived for; administrative and social and cultural self-sufficiency. Each community should have its own organisation to look after its day to day needs in the field of administration. We can not describe a community as self sufficient, if for doing small administrative jobs, some one from outside has to come in, as representative of an out-side agency. Beginning from the fulfilment of small needs, it has to grow in administrative self sufficiency in the matter of nearly everything.

The third objective is to develop self reliance and initiative among individuals and communities. This can be possible only when the outside agency puts a deliberate restraint on projection of its own ideas among them and leaves the community to learn by expression, no harm even if by committing mistakes. The communities have to be initiated to thinking in new terms of life and in terms of objectives to be achieved. They have to be given the liberty to evolve means for achieving the objectives they have placed before them. Only when they falter, they may be helped to continue in their efforts.

Rajasthan & Democratic Decentralisation

The Government of Rajasthan accepted the Balwant Rai Mehta Committee Recommendations in principle and in January, 1958 appointed a high level Committee under the Chairmanship of Chairman, Board of Revenue, to work out details for implementation of the above decision.

The Committee recommended constitution of Panchayat Samitis and Zila Parishads all over the State irrespective of the consideration whether the area is covered by the community Development Programme or not. It further recommended abolition of District Boards and abrogation of Block Development Committees. These recommendations of the Committee have been accepted and a decision taken to constitute Panchayat Samitis and Zila Parishads through out the State from 2nd Oct 1959.

The Services provided by the "Panchayat Samitis" will be concerned with almost every aspect of life and would therefore, cover a wide range of activity, special attention being devoted to the execution of all programmes of development, particularly Agriculture, Animal Husbandry, Co-operation, Industries and other social services, such as Primary Education, Public Health and Sanitation, Medical Relief supply of safe drinking water, relief of distress, welfare of backward classes etc. Progressively more and more activities of local development will be handed over to them.

The process of decentralisation will thus involve transfer of initiative, power and responsibility for development from the Government to the people's representatives in Panchayats, Panchayat Samitis and Zila Parishads. Planning and extension of all developmental programme at block and district level will now be the main functions of these institutions.

THE RAJASTHAN PANCHAYAT SAMITIS AND ZILA PARISHADS ACT.

This Act empowers the State Government to constitute a Panchayat Samiti in each block. The Sarpanches of all Panchayats and Tehsil Panchayats in the block shall be the members of the Panchayat samiti. In addition, the following persons would be coopted to Panchayat Samiti,

- (1) Krishn Nipun
- (2) Two Women.
- (3) One person of scheduled caste,
- (4) One person from scheduled tribes if the population of such tribes exceeds 5% of the total population of the block.
- (5) One person from Managing Committee of Cooperative Societies.
- (6) Two persons having experience in administration and Social work.

Members of the State Legislature are associate Members of the Panchayat Samiti with right of participation in deliberations of the Panchayat Samiti but with no right of vote.

FUNCTIONS OF THE PANCHAYAT SAMITIS.

1. Community Development.

- (i) Organisation of village institutions for securing increased employment, production and amenities.
- (ii) Securing Self-help and self-reliance in the village community based on the principles of mutual cooperation.
- (iii) Harnessing the un-utilised time and energy in country side for the benefit of the community.

2 Agriculture.

- (i) Formulation of plans for increased agricultural production for family, village and block and their execution.
- (ii) Utilisation of resources in land and water and extension of the improved techniques of farming based on latest research.
- (iii) Construction and maintenance of irrigation works costing not more than Rs. 25,000/—
- (iv) Provision of assistance for construction of Irrigation wells, Bunds, Ancuts and Med Bundh.
- (v) Land reclamation and soil conservation on agriculture lands.
- (vi) Maintenance of seed multiplication farms assistance to registered seed growers and distribution of seed.
- (vii) Popularisation of manures and fertilisers and their distribution.
- (viii) Fruit and vegetable development.
- (ix) Development of local manurial resources.

- (x) Promotion of the use, purchase and manufacture of improved agricultural implements and their distribution.
- (xi) Plant protection
- (xii) Development of cash crops in accordance with the policy enunciated in the State Plan.
- (xiii) Credit and other facilities for development of irrigation and agriculture.

3 Animal Husbandry.

- (i) Upgrading local stock by introducing pedigree breeding bulls, castrating scrub bulls and by establishment and maintenance of artificial insemination centres.
- (ii) Introduction of improved breeds of cattle, sheep, pigs, poultry and camels, giving assistance there of and running of small stock breeding farms
- (iii) Control of contagious diseases.
- (iv) Introduction of improved fodders and feeds.
- (v) Establishment and maintenance of first aid centres and minor veterinary dispensaries
- (vi) Dairying and milk supply.
- (vii) Wool grading.
- (viii) Tackling the problem of scrub cattle.

4. Health and Rural Sanitation

- (i) Maintenance and expansion of health services including vaccination and control of epidemics.
- (ii) Provision of protected drinking water facilities.
- (iii) Family Planning.

- (iv) Inspection of Aushadhalayas, Dwakhanas, dispensaries, maternity centres and Primary Health Centres.
- (v) Carrying out environmental sanitation and health campaigns and educating the public in (a) nutrition and child health and (b) communicable diseases.

5. Education.

- (i) Primary schools including schools run for sheduled castes and scheduled tribes.
- (ii) Conversion of Primary Schools into Basic Pattern.
- (iii) Scholarships and stipends upto Middle Standards including scholarships and stipends to members of scheduled castes, scheduled tribes and other backward classes.

6. Social Education.

- (i) Establishment of information community and Recreation Centres.
- (ii) Establishment of Youth Organisation.
- (iii) Establishment of libraries
- (iv) Work amongst women and children with special reference to the training and utilisation of services of Gram Kaks and Gram Sathins.
- (v) Adult Education.

7. Communications.

Construction and maintenance of Inter Panchayat roads and culverts on such roads

8. Co operation.

- (i) Promotion of cooperation by helping in the establishment and strengthening of service cooperatives, industrial, irrigation, farming and other cooperative societies.

9. Cottage Industries.

- (i) Development of Cottage and Small Scale Industries in order to provide better employment opportunities and to promote village self sufficiency.
- (ii) Survey of industrial and employment potential.
- (iii) Establishment and maintenance of production-cum training centres.
- (iv) Improvement of the skills of artisans and craftsmen.
- (v) Popularisation of improved implements.

10. Work amongst backward classes.

- (i) Management of hostels subsidised by Government for the benefit of Scheduled Castes, Scheduled Tribes and other Backward Classes.
- (ii) Strengthening of voluntary social welfare organisations and coordinating their activities.
- (iii) Propagation of temperance and prohibition and social reforms.

11. Emergency relief.

- (i) Provision of emergency relief in case of fire, flood, epidemics and other wide spread calamities.
-

E

NOTE ON THE CONSTITUTION OF RAJASTHAN STATE ELECTRICITY BOARD.

Introduction.

Prior to the formation of the Rajasthan State Electricity Board, which is now a Statutory Body, there was an Electrical and Mechanical Department headed by a Chief Engineer, under the Administrative control of the Secretary to the Government in Public Works Department.

2. The Chief Engineer, Electrical & Mechanical Department, Rajasthan, was vested with the powers of a Class I Head of the Department and was the Executive Head of the Department.

3. It was felt that in order to provide for the rationalisation of the production and supply of electricity and for taking measures conducive to electrical development in the country along proper lines it would be desirable to constitute Autonomous Bodies charged with this responsibility. Accordingly a Statute was enacted in 1948 by the Central Legislature named The Electricity (Supply) Act, 1948, providing for the constitution of Electricity Boards to take over and manage the electricity undertakings in the States.

Incorporation of the Board.

4. On application of the said Act to the State of Rajasthan, the Rajasthan State Electricity Board was constituted in June, 1957. The Board is a Body corporate having perpetual succession and a common seal, with power to acquire and hold property, both movable and immovable. It can sue and be sued by the said name.

Composition of the Board

5. The present composition of the Board is as under:—

(1) Chairman and whole time Member. 1

(2) Accounts Member-whole-time	1
(3) Technical Member cum-Chief Engineer.	1
(4) Part-time Members (Non-official)	2
Total	<u>5</u>

Authentication of order and instruments of the Board

6 All orders and decisions of the Board are authenticated by the signatures of the Chairman or any other member authorised by the Board in this behalf, and all other instruments issued by the Board shall be authenticated by the signatures of such Member or Official of the Board as may in like manner be authorised in this behalf.

Meetings of the Board

7. The Board holds ordinary meetings once a month, and the meetings may be convened by the Chairman at any other time for the transaction of urgent business.

8 The number of Members necessary to constitute a quorum at the meeting is three.

appointments of Staff

9. The Board may appoint a Secretary and such other officers and servants as may be required to enable the Board to carry on its functions. The appointment of the Secretary shall, however, be subject to the approval of the State Government.

Powers & Duties of the Board

10 The Board has been charged with the general duty of promoting the coordinated development of the generation, supply and distribution of electricity within the State in the most efficient and economical manner, with particular reference to such developments in areas not for the time being served or adequately served by any licensee. Besides, it is also the duty of the Board —

(a) to prepare and carry out the sanctioned schemes;

- (b) to supply electricity to owners of controlled stations, and to licensees whose stations are closed down under the Electricity Supply Act; and
- (c) to supply electricity as soon as practicable to any other licensee or persons requiring such supply and whom the Board may be competent so to supply.

BOARD assumes
obligations of
State Govt.

11. According to the Electricity (Supply) Act, 1948 the Board assumes all obligations of the State Government in respect of matters to which the Statute applies and all debts and obligations incurred by the State Government for any of the purposes of this Act before the first constitution of the Board shall be deemed to have been incurred by the Board; and all suits and other legal proceedings instituted or which might but for the formation of the Board have been instituted by or against the State Government may be continued or instituted by or against the Board. On the transfer of assets of the State Electricity Undertakings to the Board the net value of these assets shall be deemed to be a loan to the Board.

Annual Financial
Statement.

12. The Board is to submit to the State Government in February of each year the Board's Annual Financial Statement in the prescribed form showing the estimated capital and revenue receipts and expenditure including a statement of salaries of the Members, Officers and Servants of the Board. This Annual Financial Statement shall be placed on the table of the State Legislature by the State Government and the statement shall be open to discussion in the Legislature but is not subject to vote. The Board shall, however, take into consideration any comments made on the Annual Financial Statement in the State Legislature.

Execution of Sanctioned Schemes.

13. The Board is free to undertake schemes of its own, costing not more than Rs. 15 lakhs but where that limit is exceeded the prior approval of the State Government is necessary.

Subventions & Loans to the Board .

14. The State Government may from time to time make subventions and loans to the Board on terms and conditions to be determined by the State Government.

Raising of Funds by the Board

15. The Board is also empowered to raise funds by borrowing with the previous sanction of the State Government subject to the condition that the maximum amount which the Board may at any time have on loan in this manner shall be Rs. 10 crores, unless the State Government, with the approval of the State Legislature fixes a higher maximum amount.

Audit of Board's accounts.

16. The Statutory Audit of the accounts of the Board is to be undertaken by the Comptroller and Auditor General of India or by such person as may be authorised by him, while the Internal Audit is to be undertaken by the Board's own Audit Organisation. The Annual Accounts of the Board together with the Audit Reports shall be laid before the State Legislature by the State Government.

Policy Questions .

17 The State Government has been given powers to issue directions on questions of policy to the Board; but if any dispute arises between the State Government and the Board as to whether a question is or is not a question of policy it shall be referred to the Central Electricity Authority whose decision thereon shall be final.

Power to make regulations .

18 The Board is vested with the power to frame various regulations not inconsistent with the Statute and the Rules framed by The Government. In the case of regulations relating to the administration of funds and other property of the Board and the maintenance of its Accounts and procedure to

be followed by the Board in inviting, considering and accepting tenders, the previous approval of the State Government is necessary while the regulations regarding the principles governing and fixing the grid tariffs and principles governing the making of various arrangements with licensees under the provisions contained in the Electricity (Supply) Act require the concurrence of the Central Electricity Authority. On all other matters the Board has full powers to frame their own regulations.

Payment of In
come Tax and
Super-Tax

19. For the purposes of the Indian Income Tax Act the Board shall be deemed to be a 'Company' within the meaning of that Act and shall be liable to Income Tax and Super Tax accordingly on its income, profits and gains and the State Government shall not be entitled to any refund of any such taxes paid by the Board.

Protection to
persons acting
under this Act

20. All Members, Officers and Servants of the Board shall be deemed, when acting or purporting to act in pursuance of any provisions of the Act to be "Public Servants" as contemplated in the Indian Penal Code and are accorded to be done in good faith. No Court shall take cognizance of any offence in respect of matters provided for in this Act except on a complaint by an Officer of the Board, authorised by the Board, in that behalf.

the Chief Engineer, Irrigation concerned of the State in which the work lies.

Constitution of the Board—The Board is to consist of a Chairman to be appointed by the Government of Rajasthan in consultation with the Central Government; the Chairman, Central Water and Power Commission; Joint Secretary, Ministry of Finance, Government of India; Secretary to the Government of Rajasthan Finance Department; Chief Engineer, Rajasthan Canal Project, Chief Engineer incharge of the Project, in Punjab and the Colonisation Commissioner, Rajasthan.

The Board is also to have a Financial Adviser who will be appointed by the Central Government in consultation with the Rajasthan Government.

The Secretary of the Board is to be appointed by the Rajasthan Government on the recommendation of the Board

In order to cut delays at the Secretariat level, the Secretary of the Board is also to work as Deputy Secretary to the Government.

Functions of the Board—The Board is to implement the policy laid down by the Committee of Direction from time to time and the colonisation policy to be laid down by the Central Government in consultation with the Government of Rajasthan and Punjab

In particular, the Rajasthan Canal Board under the general guidance of the Committee of Direction shall:—

- (i) Prepare in consultation with the concerned Ministries of the Central Government and Departments of the State Governments a Master Plan for the over all integrated development of the Project and Project areas.
- (ii) take steps for the preparation of necessary estimates of costs of different components of the Master Plan.
- (iii) scrutinise the sanctioned estimate of the Rajasthan Canal Project and take such action for its modification and revision as may be found necessary from time to time.

- (iv) examine and decide on all proposals for obtaining expert advice;
- (v) advise from time to time regarding the delegation of such powers, both technical and financial, as it may deem necessary for efficient, economical and speedy execution of the Project to Officers engaged in the execution of the Project, Officers in charge of colonisation of the Government lands and to frame rules as to delegation of powers and procedure for the purpose of carrying out its business.
- (vi) examine and, where necessary, lay down specifications and schedule of rates for various classes of work for efficient execution of the Project;
- (vii) Approve (a) all detailed estimates and contracts the cost of which exceeds the powers of sanction of the Chief Engineer and (b) all proposals for award of work of supplies on contracts other than those based on public tenders.
- (viii) decide the programme of construction of the Project;
- (ix) take appropriate steps for the development of land and utilisation of canal waters,
- (x) work out detailed proposals on all matters pertaining to the colonisation of State waste lands under the Project
- (xi) recommend the grant of leases of fisheries in the Rajasthan Canal system.
- (xii) exercise, in relation to the technical sanction, administrative approval and other sanctions required for the construction of the Rajasthan Canal Project,
- (xiii) advise State Government concerned on administrative matters relating to the staff employed for the time being in connection with the project.

- (xiv) receive monthly progress reports both as to work and expenditure from the Chief Engineers, Punjab and Rajasthan and Colonisation Officers, and review the progress of the project and of colonisation and lay down steps for co-ordinated development of the area.

Besides, the above functions of the Board, the Chairman, Rajasthan Canal Board, who is also the Administrator, Rajasthan Canal project has been delegated considerable administrative and financial powers to obviate the necessity of making reference to the Government in day-to-day matters.

G

A NOTE ON THE CONSTITUTION OF THE CHAMBAL CONTROL BOARD.

The Chambal Project is a joint venture between States of Rajasthan and Madhya Pradesh. It envisages construction of 3 dams known as Gandhi Sagar, Rana Pratap Sagar and Kota Dams. Hydro electric Power will be generated at the first two dams. The dam at Kota will mainly be utilised for irrigation, through two Canals—the Right Main Canal will irrigate both in Rajasthan and Madhya Pradesh, while the Left Main Canal will irrigate Rajasthan only. The other two dams will generate hydro-electricity to cover an area of about 200 miles radius.

The total estimated cost of the Project will be Rs. 86.59 crores, and when completed, it will irrigate 7 lac acres of land in Rajasthan and 7 lac acres in Madhya Pradesh. Moreover, 221000 Kw. of electricity will be generated.

The Project was taken in hand in 1953-54. The progress was, however, slow. Moreover, no machinery was evolved to coordinate effort in the two States of Rajasthan and Madhya Pradesh.

In the inter State Conference held on 25th March, 1955 at New Delhi which was attended by the representatives of Central Government and State Governments of Rajasthan and Madhya Pradesh it was decided to set up Chambal Control Board to ensure efficient, economical and early execution of Chambal Valley Development Project including all connected works in both the States. It was further decided that the Control Board should be in over all charge of the Project including its technical and financial aspects. The actual work of construction was to be carried out under the direction of the Board, by the concerned Chief Engineers of the States.

The Board consists of the following:—

- (i) Deputy Minister of Irrigation and
Power, Government of India,

Chairman

- | | | |
|----------|---|----------|
| (ii) | Minister-in-charge of Chambal
Project Madhya Pradesh
Government. | Member. |
| (iii) | Minister-in-Charge Irrigation
Rajasthan. | Member. |
| (iv) | Joint Secretary, Ministry of finan-
ce, Government of India. | Member. |
| (v) | Chairman, Central water and
Power Commission. | Member. |
| (vi) | Chief Engineer, Chambal
Project, Rajasthan. | Member. |
| (vii) | Chief Engineer, Chambal
Project, Madhya Pradesh. | Member. |
| (viii) | Secretaries of finance Department
of Rajasthan and M P. Governments. | Members. |

The Chambal Control Board was thus created in 1955 with its head-quarters at Delhi and is being assisted by full time Secretary and Financial Adviser and other necessary staff. It has so far held 41 meetings and taken decisions on the various important matters of the project.

H

A NOTE ON THE OFFICE PROCEDURE IN BUSINESS CONCERNS-PAPER FIRST-ELEMENTARY OFFICE PROCEDURE-JUNIOR DIPLOMA COURSE IN SECRETARIAL AND BUSINESS TRAINING.

OFFICE PROCEDURE IN BUSINESS CONCERNS.

Much of the efficiency of a business depends upon the proper handling of the correspondence and office records. The routine adopted in any office will depend to a large extent on the nature and the size of the business. The methods described here will be those which are most common to all business houses.

CORRESPONDENCE:

It is essential that the inward correspondence should be efficiently handled and preserved, as on this will depend the prompt execution of orders, the safe handling of remittances, proper and adequate attention to complaints and, in general, the smooth running of the business as a whole.

INWARD CORRESPONDENCE.

In small business the head of the firm usually opens all incoming letters, but in a large concern this is not practicable and hence the incoming correspondence is usually opened and sorted out by the clerical staff in the presence of a trusted official. The first thing to be done in connection with the incoming mail is to stamp or otherwise mark on each letter the date and the time of receipt in order that in case of delay in compliance, responsibility may be fixed on some particular member of the staff. The next step is to sort the letters according to the departments concerned and to distribute the same for necessary action. Letters containing remittances are transferred to the official in charge of the remittances who crosses the cheques received by means of a rubber stamp with the name of the firm's bank.

Sometimes identification marks are put down on the letters indicating the particular departments to which they relate. .

A brief record of all inward correspondence is then made in a "Letters Received Book," which contains columns for date of receipt, serial number of each letter, the name of the Sender, a brief note of the subject matter, department to which it is sent, the date and the nature of the reply.

The following is a specimen of the form of the Letters Received Book :—

S No.	Date.	Name of Sender.	Contents.	Department to whom Sent.	Date of reply
-------	-------	-----------------	-----------	--------------------------	---------------

The record of letters is very brief but it enables the head of the firm to become acquainted with the nature of the letters recorded.

FILING.

Filing may be defined as the storing of letters, papers and documents, so that they may be, protected from loss or damage and may be readily available for future reference. The best system of filing is that which brings both inward and outward correspondence together, i. e., where the answer to a letter is filed with the letter to which it is a reply. This need is fully met by the modern systems of filing, which are briefly described below:—

THE ESSENTIAL QUALITIES OF A GOOD FILING SYSTEM ARE:

1. **Simplicity.** The system must be free from complications and elaborations i. e., any office worker of an average ability should be able to understand and handle it easily and accurately.
2. **Suitability.** The system selected must suit the special requirements of a business.
3. **Accessibility of records.** The system must enable everything filed to be consulted immediately and with-out waste of time.

4. **Economy.** The cost should not be out of proportion to the size of the business.

6. **Safety of records.** It should provide protection against rats, insects etc.

6. **Elasticity.** It should be capable of expansion with the increase in the size of the business.

It will not be out of place to state that there is no one system yet devised which may be considered suitable for all business houses. Businesses vary greatly as regards the kind and variety of documents to be filed. On account of such differences a particular system of filing may be very good for one business but may not be suitable for another without modification. Hence, it is not possible to find out any one system of filing which may be usefully employed by every business. A system which does not fit in with the detailed processes of a business will defeat its own object. Any system of filing to be successful must aim at:—

- (a) Preservation of papers, and
- (b) Facility of reference

The principal filing systems are:—

- (1) The Flat or Horizontal File.
- (2) Pigeon Hole Method.
- (3) The Vertical System.

(I) FLAT OR HORIZONTAL FILING .

Under this system the letters or documents are placed in a flat or horizontal position, one on the top of another, or on trays or shelves, with tabs or labels enabling ready identification. The flat files may be divided into two main classes :—

- (a) The loose sheet system
- (b) The lever-arch system.

(a) The loose sheet system.

This consists of a box like contrivance with a lid and a hinged side. An alphabetical or numerical index, marked on

stiff paper sheets, is arranged in the inside of the box. The letters and documents to be filed are placed between the levels of the index, below the figure or letter to which they belong. These box files are still in use in many offices for filing papers and documents, like catalogues, price lists, bills of lading etc, which are frequently carried about from one place to another for reference.

(b) The lever-arch system

The principle of this system, of which the Shannon file is the well-known example, is that the papers to be filed are pierced with two holes by means of a punching machine, to enable them to be treated on to two projecting spikes. At the back of the spikes and fitting tightly over their points are two arches which move side ways, so that additional papers may be easily inserted in the middle of those already on the file, the papers at the top being passed over the arches on to the standards at the back. The arches are then turned side ways, the new papers are placed on the front spikes, the arches are turned back into position and then the top part of the file is passed back over the arch into its proper position. This mechanism also helps in removing any particular paper or document temporarily, from the file and replacing it when finished.

The chief advantages of this system are.—

- (1) The letters being fixed on the arch, cannot get out of order.
- (2) A letter or document can be easily referred to, without removing it from the file, simply by throwing back all papers over the arch.
- (3) A file drawer may be inverted or accidentally dropped, without any fear of mixing the letters, as they are retained in position by the arches.

(2) THE PIGEON HOLE METHOD :

This is an old fashioned system of preserving letters and documents, but is still in use mostly in Government offices and small business houses. The only apparatus required for this

system is a cabinet or almirah containing 24 small compartments marked with a letter of the alphabet, the last one being allotted to the last three letters, X, Y and Z. All letters received from correspondents whose names begin with a particular letter of the alphabet will be placed in the compartment marked with that letter. The letters are arranged in order of date, the latest one appearing at the top. In sorting letters and documents for placing into the pigeon holes the surnames should be counted first and the Christian names afterwards. If non-Christian names are not written in full, the last word in the name will indicate the pigeon hole to be selected. For instance, letters received from J. S. Ryan, and R. B. Seth, will be placed in pigeon holes marked "R" and "S" respectively. In case of Limited Companies and other bodies the first word of the name will decide the compartment in which their correspondence should be placed. Letters coming from two or more persons or firms, whose names begin with the same letter of the alphabet, will be filed in the pigeon hole bearing that letter in the alphabetical order indicated by the first vowel in each name. Thus, the correspondence from Ram Chandra, Remington Typewriter Co., Ltd., Rishi valley Engineering Co., Ltd., Rohatgi and Sons, and Rubber Tyre Company will be placed under "R" in the order in which these names are stated here, the first vowel being "a", "e", "i", "o" and "u" respectively.

(3) VERTICAL FILING.

Vertical filing means arranging papers in folders which are placed upright in a containing drawer. The letters filed remain in their position without fastening of any kind. This system marks an advance over the flat file, and has received much favour in modern offices, though there are circumstances in which the latter is, on the whole, preferable. For instance, large papers or documents, maps, plans and photographs of large dimensions cannot be filed in the vertical file order.

THE ADVANTAGE OF THE VERTICAL FILE OVER THE FLAT FILE.

The advantages of the vertical file over the flat file are:—

- (1) The capacity and range of reference of the vertical file is greater than that of the flat file.

- (2) There is no punching of the papers and hence no fastening is required, which may tear off the papers. Much time is saved in removing old or inserting new letters.
- (3) The letters being filed upright the upper edges can be easily seen or touched without turning them over one on the other.

CROSS REFERENCING.

Cross-reference or page index is a time saving method adopted for finding out the immediately preceding or succeeding letter addressed to the same person or firm without undergoing the trouble of referring to index. It consists of marking each copy of the letter in the letter book in coloured pencil, with the number of the pages containing the preceding and succeeding letters. The reference is indicated in the form of a fraction, the number indicating the page on which the previous letter will be found and the denominator showing the page on which the succeeding letter is copied. For example, letters addressed to Messrs. Anderson & Co., are copied on pages 25, 36 and 51. The cross reference on page 36 would be $25/51$, that on page 25 would be $0/36$ and on page 51 it would be $36/0$. The fraction $25/51$ shows that the previous letter is copied on page 25 and the succeeding one on page 51. The number of fraction $0/36$ indicates that there is no letter to Anderson & Co., on any page preceding page 25. Similarly the fraction $36/0$ shows that the last letter addressed to Anderson & Co., is copied on page 51.

If a letter book is filled up and a new one is opened the cross-reference in the old book on page 720, for instance, might be $690/12$ and in the new book on page 12, $720/32$. This reference enables one to trace copies of letters to any person backwards and forwards and facilitates easy and quick reference without having to consult the index.

BUSINESS CORRESPONDENCE.

Business letters may be broadly classified under two heads; (1) Ordinary letters relating to the day to day business of a firm such as orders, enquiries, references, acknowledgements advice etc. (2) Letters which are meant to resolve trade disputes to enter

into new trade relations, to canvass new business or to change terms and conditions of business. Obviously the second class of letters is more difficult to draft and requires ingenuity on the part of the writer.

Essential characteristics of a good business letter: Clarity :—A letter should be written in such words that it would convey to the reader the main purport of the author, without any doubt or ambiguity. Clearness of expression should make it possible for the reader to understand what the writer has to say in one reading.

Brevity :—Businessman have no time to waste on reading lengthy letters which have little to say. Figures of speech, repetitions and illustrations should be avoided. Clearness has not to be sacrificed but it should come in as few words as possible.

Courtesy :—Courtesy should be distinguished from humility. It only means that whatever the writer desires to say must be said in a polite and courteous way without in any way reducing the forcefulness or effectiveness of the letter. Such words as would offend the customer and would injure his self respect have to be avoided at any cost. Even if a transaction is not to be effected or trade relations are to be affected or trade relation are to be served or the customer is evading payment, the purpose will not be served by writing an offensive letter. The business man should aim at avoiding litigation and keeping the way open for future business.

Complete in details :—A letter should be comprehensive; it should contain reference to previous correspondence and should state everything that the reader should desire to know to avoid prolonged correspondence in future and unnecessary enquiries.

Accurate :—All facts and amounts or quantities should be correctly stated in the letter. A small difference in amount may lead to trouble in future accounting. Great care should be exercised in the preparation of invoices, orders, statements or in drafting the terms and condition of business.

Effectiveness :—A business letter must be convincing, forceful and persuasive. It must be couched in such terms and phrases that the reader will accept your argument without being

offended or thinking you unjust. A letter recommending your own goods and firm should be attractive and appealing and inviting the attention of the reader to his own self interest in purchasing from you.

Besides the above qualities in a business letter, the general appearance of a letter, at the time of posting is also important. A neatly typed letter on a good paper and properly folded in an envelope of suitable size gives an idea that the firm is well established and prosperous. While typing proper spacing and form should be duly observed.

Business letters may be of different types according to the nature of correspondence. A specimen letter is given below :-

KITAB GHAR

Book Sellers & Stationers.

Tele { Graph : Vidya
Phone : 716

Sawai Man Singh Highway
Jaipur.

Code : Bentley's
No FG/E/120/60.

1st March, 1960

Messrs. Ram Lal & Sons,
University Road,
DELHI.

Dear Sirs,

Please have your latest Catalogue and price lists sent us by return of post. Recently our firm has been included in the list of approved dealers of the Education Department, Rajasthan, and we hope to place sizeable orders with you. Also please intimate to us the rate of discount allowed by you and your other conditions of business.

May we hope to be obliged by an early reply ?

Yours faithfully,
For Kitab Ghar
S. N. Kapoor
Proprietor.

DESPATCHING OF LETTERS :

After the letters have been copied they should be marked with a rubber stamp indicating that they have been copied. In preparing letters for despatch the despatching clerk must take care to see that all enclosures mentioned in the letter are properly attached to the letter and that the number of the enclosures is stated at the bottom left hand corner of the letter. It is highly annoying both to the writer and the addressee to find that documents said to be enclosed have been omitted. Sometimes the carelessness may result in a loss. The envelopes used should suit the size and quality of the paper used. Folding of the letter should be done carefully, for the appearance of an important and well-typed letter may be marred by carelessness in folding. Square envelopes are not generally used in commercial correspondence. The method of correctly addressing an envelope is an art which should be familiar to every despatching clerk.

Besides taking copies, a record of all out-going letters should be kept showing the date, the name and address of the addressee, the manner of despatch, and the amount spent in posting. Letters intended for local delivery (i.e. in the same town) are sent through a peon or messenger and are recorded in a Peon Book, of which following is a specimen:—

PEON BOOK

Date	Name and address of Address.	Nature of correspon- dence	Peon's name.	Signature of the Addressee
1	2	3	4	5.

Letters intended for posting will be stamped in accordance with the postal regulations and the necessary details will be entered in a Postage Book, a specimen of which is given below:—

POSTAGE BOOK.

Stamps in hand Rs. Np.	Date.	Name and Address of Addressee	Nature of article posted.	Posted by.	Postage issued. Rs. Np.	Total. Rs. Np.
1.	2.	3.	4.	5.	6.	7.

I

A NOTE ON THE SET UP OF BUSINESS CONCERNS, BANKS, PUBLIC LTD. CONCERNS, PRIVATE LTD. CONCERNS, SMALL FIRMS—PAPER SECOND-ADMINISTRATIVE & OFFICE ORGANISATION—JUNIOR DIPLOMA COURSE IN SECRETARIAL AND BUSINESS TRAINING.

I SET UP OF BUSINESS CONCERNS.

INTRODUCTION.

The processes of production must be completed and united by the appropriate organisation. This organisation may take the shape either of individual direction and production, when it will be described as 'individual entrepreneur organisation', or production by association, when it will be called 'partnership organisation', or again direction and control by corporation, which will be called the 'joint stock company organisation'

FORMS OF BUSINESS PROPRIETORSHIP :

There are several forms of proprietorship under which the businesses, both wholesale and retail, are carried on, the chief of which are the following. —

- (1) The sole trader
- (2) The firm or partnership concern.
- (3) The Joint Stock Company.
- (4) The Cooperative Society.

A sole trader is a person who owns the entire business and carries on business at his own risk and for his own exclusive benefit. He may be a manufacturer, a wholesaler or a retailer. Many of the other forms have grown up out of the sole proprietorship.

A partnership is a combination of individuals (not exceeding twenty in number) who unite their resources in a business with a view to earn profit.

A Joint Stock Company is a much larger combination of individuals than a partnership. It may be defined as 'An association of individuals for the purpose of profit, possessing a common capital, contributed by the members composing it, such capital being commonly divided into shares, of which each individual possesses one or more and which are transferable by the owner. The management is entrusted to a selected number of members, who are known as directors. A Company must be registered under the Joint Stock Companies Act.

A Cooperative Society is an association for the production or distribution of goods. The goods are sold generally among members of the association at the prevailing market prices and the profits are divided among them in proportion to the amount of their purchases. Any person can become a member or customer by purchasing a share in the society. Generally a Cooperative Society trades in household necessities.

Any of the above can control a manufacturing, a wholesale or a retail business.

METHODS OF INCORPORATION :

A Company may be incorporated in any of the following three ways :—

1. By Royal Charter :—This method of incorporation is applied especially where the corporation wished to exercise some of the prerogatives of the Crown, such as the government of a territory, the raising of a military force or matters of that kind. The right to exercise these powers is given to the company by the terms of the charter. A well known example of a company formed in this way is that of the East India Company. This method is rarely adopted now-a days

Companies incorporated by royal charter are called chartered companies. Very often they use the word chartered as part of their name, e. g. the Chartered Bank of India, Australia

and China. Where the liability of the members of a chartered company is limited, it is not usually necessary to use that word as part of the name.

2. By Special Act of Legislature :—This method of incorporation is followed in the case of companies formed for the purpose of carrying on some business of national importance. Such companies are known as statutory companies. Each statutory company is governed by the terms of its special Act. There are a number of statutory companies in India, which have been formed either by special Act of the British Parliament or by special Acts of the Indian Legislature. Examples of such companies are the various sterling Railway Companies such as East Indian Railway Co., the G. I. P. Railway Co., the Imperial Bank of India, the Reserve Bank of India and Industrial Finance Corporation. Like chartered companies, statutory companies are also limited companies, but they are not required to use the word limited as part of their names.

3. By Incorporation under the Indian Companies Act.—This is the usual method of incorporation available to any company, the other two methods being rarely used. Barring a few chartered and statutory companies, all companies have been formed in this way.

PRIVATE OR PUBLIC COMPANY :

A company registered with limited liability may be either private or public. A Private Company is one which can be registered by two or more persons, if by its articles it (i) limits the number of its members (other than employees or past employees) to 50, (ii) places some restrictions on the transfer of its shares from one holder to another, and (iii) prohibits any invitation by prospectus or otherwise to the general public to subscribe for any of its shares or debentures. It will be noted that a private company suits the needs of those who wish to take advantage of limited liability but at the same time keep the business as private as possible. It is in some respects like a partnership. The shares are not freely transferrable nor can share warrants be issued. In this way the members of a private company like partners are in a position to maintain personal contact.

Since the membership of a private company is confined more or less to friends or relatives, it enjoys certain special privileges not allowed to a public company. Only two signatories to the Memorandum of Association are sufficient to form the company, and it can start business immediately after registration. It is not required to file a statement in lieu of prospectus. It need not hold a statutory meeting, and may have only two directors.

A Public Company is a company the membership of which is open to the general public under the provisions of its Articles. The minimum number required to form it is seven, but there is no limit to the maximum number. It offers its shares to the public by advertising such offer in a prospectus. A public company does not impose any of the restrictions necessary in the case of a private company, and any person competent to contract can become its member, no matter whether he is an Indian or a Foreigner. It must allot its shares within 120 days of the issue of the prospectus, but only if the 'Minimum Subscription' has been subscribed or applied for. It must have at least three directors and can commence business only after it receives from the Registrar a Certificate to Commence Business.

BANKS AND BANKING :

Banking institutions are an essential part of the present day credit machinery. They organise and control the issue and circulation of credit instruments, and regulate the granting of bank credit in the form of advances and loans. They facilitate the movement of loanable capital and make it available to those who can employ in industry and trade for the benefit of the whole nation. Banks are, therefore, traders in loanable capital, buying that capital from the depositors with the object of selling it to borrowers, the price being the rate of interest charged.

Definition of a Bank:—A Bank may be defined as an establishment, where money is received in deposit, to be repaid on demand or otherwise, as may be arranged, and where loans are negotiated, bills discounted and other financial business transacted. A Bank is a dealer in money and credit, but the function of receiving money from its customers on current accounts and repaying it by honouring their cheques on presentation, is the

one function, above all others, which distinguishes modern banking from any other kind of business. When the word bank is used alone, it refers either to an institution where banking business is carried on, or not, who carry on the business of banking. The word banker is used in the latter sense.

Utility of Banks—Banks render incalculable benefits to the trade and industry of a country. Some of these are:-

(1) Banks transfer capital from those who are unwilling or unable to use their surplus wealth for productive purposes to those who are willing and able to employ it for the benefit of both. They act as intermediaries between the owners of capital on the one hand and the borrowers of it on the other. Countless small sums of money are thus rendered productive which would otherwise remain idle.

(2) Banks transfer capital from those areas, which have a surplus, to those which are lacking in the supply of loanable capital, to the ultimate benefit of the country as a whole.

(3) Great economy in the use of metallic money and currency is effected by settling debts by means of cheques without the use of coin or notes. At the same time the use of cheques effects an enormous saving of time and labour, and the members of the community are relieved from the inconvenience and the risk of loss, which the use of coins and notes would involve.

(4) By providing a place of safety and facilities for deposit and withdrawal of money, banks create a sense of security and encourage thrift and saving among the public.

KINDS OF BANK ACCOUNTS :

Banks accept deposits under three main heads, viz., (i) Deposit Account; (ii) Savings Bank Account; and (iii) Current Account:—

(1) **Fixed Deposit Account**:—A fixed deposit account is one, where sums of money are deposited for fixed periods of three, six or twelve months or even more, and can be withdrawn only on the expiry of the period of deposit or on a certain number of days notice. The rate of interest offered on fixed deposits, varies

with the period for which the deposit is made and is much higher than the rate allowed on current or savings bank accounts. Banks usually advertise in news-papers calling for deposits from the public for different periods at varying rates of interest. The rate of interest depends upon the demand for and supply of money during a season.

Immense sums of money are left with various banks on fixed deposits. The bank, receiving money on fixed deposits, profits out of the transaction by lending it at a higher rate of interest to businessmen as well as others than what it pays to the depositors.

(ii) **Savings Bank Account**.—A Savings bank account is one wherein small sums of money may be deposited, as in the Postal Savings Bank Account, is intended to attract deposits from people, who do not wish or cannot afford to keep a current account. A person can open a Savings Bank Account in his own name, in the name of wife, child or on behalf of a minor, for who he may be acting as a guardian. The procedure in opening such an account is very simple. The person opening an account is required to sign a declaration that he has read the rules of the Savings Bank Account. He has as well to give his specimen signature on the signature card. The minimum amount for opening the Savings Bank Account may be such as may be fixed by the Banks. Similarly the maximum amount is also fixed.

(iii) **Current Account**.—A Current Account or a Running Account is one, wherein money is deposited on the understanding that the customer can add to or take from the amount standing to his credit with the bank, with or without interest, as may be arranged. The money deposited under a current account is repayable on demand i. e., presentation at the bank's counter of a cheque or order to pay, duly filled in and signed by the customer. The current account is so important and so common among businessmen in these days, that it is nearly impossible to conceive how business could be carried on in big business centres without the convenience of current accounts with banks. Hundreds of thousands of payments are made in market towns like Bombay and Calcutta etc. without handling actual cash. It is for these payments and receipts that banks are so absolutely essential to the mercantile world.

HOW TO OPEN AN ACCOUNT:

When a new customer wishes to open an ordinary account with a bank, he is requested to get an introduction from some person, already known to the bank or from a customer, who has an account with it. The customer who introduces a client is required to sign at the foot of an Account Opening Form, in the space provided for his signature. If a new customer is unable to obtain immediate introductions, he is asked to give references of some well-known persons. The custom varies in different banks with regard to introduction and references, but their object is to prevent the opening of accounts by dishonest persons, since the possession of a cheque book by an unscrupulous persons may result in the perpetration of fraud on a large scale, and the consequent loss to unsuspecting people who may have been given worthless cheques.

As soon as the customer is introduced and the introduction is found satisfactory, his specimen signature is taken immediately on the Specimen Signature book of the bank or on a card. In cases of doubt the signature on the cheques issued by the customer is compared with his specimen. Since a banker is bound to know the signature of a customer and is under an obligation to honour all documents bearing the same, provided that everything else is in order. If payment is made under a forged signature of a customer, it is the bank and not the customer who will suffer the loss. A customer should not, in any way, depart from the specimen signature which he gives at the time of opening the account, since in cases of departure from the original signature a banker is justified in refusing to cash cheques issued by his customer.

In the case of accounts opened by firms all the partners are required to sign their individual names as well as the firm name in the bank's signature book. All partners in a firm are entitled to sign cheques as per specimen signatures supplied by them, but if it is intended that cheques should be signed by some of the partners only, a declaration to that effect is made at the time of opening the account.

In the case of a joint stock company, the bank will insist on the production of the certificate of registration, a copy of the Memorandum and Articles of Association, the resolution of the Board of

Directors, authorising the company to open a current account and a copy of the resolution of the Board of Directors, authorising the Directors, Secretary or Manager to sign cheques, etc.

Public bodies and institutions like Municipalities, District Boards, Colleges, and Schools can open accounts in their names and allow the same to be operated either by the Chairman, Secretary or any other officer, but a resolution to that effect will have to be sent to the bank before the account can be opened.

When a banker has accepted to open a current account for a customer, he will supply him with three books- a cheque book, a pass book and a paying in slip book for the purpose of operating an account.

ADVANTAGE OF HAVING A BANKING ACCOUNT:

A current account at a bank confers the following advantages:—

1. The risk and inconvenience of keeping large sums of money in the office or home are avoided, and interest may be earned.
2. With the help of a bank account money can be transferred only to another person in the same town but also to any part of the country, and the risk and inconvenience of sending coins or notes are avoided.
3. The customer can utilise the services of a bank for collecting cheques, bills of exchange and other negotiable instruments.
4. The customer may obtain advances from the banker by an overdraft or against security or have his bills discounted before they are actually due.
5. It enables the customer to obtain information regarding the financial stability of persons with whom he may have business dealing. The bank's name may also be given as reference as to his own stability.
6. The bank pass book serves as an authentic record of all payments made from time to time, for reference in cases of dispute

FUNCTIONS OF A BANK:

The functions of a modern bank are numerous and may be summarised as follows:—

(1) Receipt of money on current and deposit accounts, repayable on demand or subject to an agreed notice.

(2) Granting of loans to customers in the form of either a fixed advance on loan account or a fluctuating overdraft on current account.

(3) Discounting bills of exchange i. e., the purchase of bills of exchange or Hundis at their face value less interest for the period, which they have to run before the due date.

(4) Collecting and paying cheques, bills of exchange, Hundis and other negotiable instruments on behalf of its customers.

(5) Purchase and sale of Government securities, debenture shares of various commercial and industrial concerns, on behalf of its customers.

(6) Issuing of drafts, letters of credit and circular notes against cash or securities or the personal credit of its customers.

(7) Making of periodical payments, such as insurance premium subscriptions etc., on behalf of its customers.

(8) Collecting of interest on securities and dividends on shares, on behalf of its customers.

(9) Taking charge of customer's valuables for safe custody in its strong rooms.

(10) Serving as a continual referee as to the respectability and financial stability of its customers and a means of obtaining credit information of its customers.

(11) Issuing of bank notes. This is a privilege which is allowed to the most important banking institution by the Government of a country, and is subject to rigid control.

So far as proprietorship is concerned, banks may be divided into two classes, viz., Private Banks and Joint Stock Banks:-

1. **A Private Bank**:-is one which is conducted by two or more persons, not exceeding ten in number, associated in partnership who contribute to the capital and share in the profits and losses. The proprietors are generally influential men with large capital who under the law of partnership, are individually liable for the whole of the debts of the firm. All the partners unless otherwise arranged, take part in the management of the bank.

2 **A Joint Stock Bank**:-is one which is registered as a joint stock company for the purpose of carrying on banking business. A joint stock company has been defined as "an association of individuals for purposes of profit, possessing a common capital contributed by the members composing it, such capital being commonly divided into shares, of which each possesses one or more and which are transferrable by the owner". The liability of each member of a joint stock company is limited to the total nominal value of the shares, which he has taken in the company, whereas the liability of members of a partnership firm is unlimited. The word "Limited" or "Ltd" added to the name of a bank or other concern indicates that it is a joint stock company, registered under the Companies Act.

The management of a joint stock company is conducted by a number of directors, who are elected by the shareholders amongst themselves from year to year. A bank formed on the limited liability principle, is required by law to exhibit in a conspicuous place at its registered office and at each of its branches, a statement showing its financial position. It has to issue periodical reports and balance sheets to its shareholders and the dividends (i.e. profits), paid to the shareholders are publicly advertised in the newspapers. All the important banks in India and other countries are joint stock companies, carrying on banking business alone.